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Report on the City Plan of Tampa, Florida 1951

George W. Simons Jr.

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REPORT ON THE
CITY PLAN
OF
TAMPA, FLORIDA

1951

PREPARED BY
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JACKSONVILLE, FLORIDA

W. B. F. BOND
MADE IN U.S.A.

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CONSULTANT

HILDEBRANDT BUILDING
JACKSONVILLE 2, FLORIDA

December 17, 1951.

Honorable Curtis Hixon, Mayor, and
Board of Representatives,
Tampa, Florida.

Dear Mayor Hixon:

I have the honor to present herewith a comprehensive report on the revaluation of the City Plan of Tampa as made in 1941-1945, with recommendations for future guidance.

This report relates to streets, traffic, transportation, parks and recreation, zoning, public buildings, housing and kindred subjects. In it we have endeavored to reflect the many views and ideas resulting from the numerous studies made by us, ideas which we feel should direct future physical improvements in the city.

Work incident to this report was correlated with studies made for the Housing Authority of Tampa as they pertained to slum clearance activities in the "Scrub".

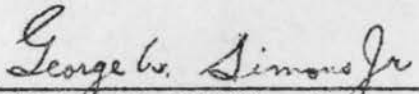
Recommendations are also included for the revision of the comprehensive zoning ordinance and map.

Earlier this year the first phase of this report as it related to Parking and Traffic Flow was submitted to you.

In conclusion, I want to thank you and the Board of Representatives for the opportunity afforded me to serve the City and for the cooperation accorded me. Tampa is a wonderful city that I am always pleased to be associated with.

With kindest personal regards, I am

Sincerely yours,


GEORGE W. SIMONS, JR.

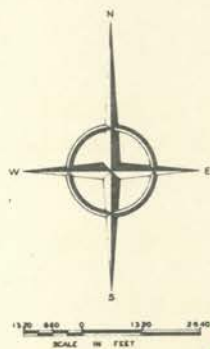
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CITY of TAMPA

HILLSBOROUGH CO. FLORIDA

1951

MASTER PLAN



LEGEND

EXISTING

- PARK PROPERTIES
- SCHOOLS
- HOUSING PROJECTS
- CEMETERY
- HOSPITAL
- POST OFFICE, CITY HALL
- MAIN FIRE STATION, RR STATION

PROPOSED

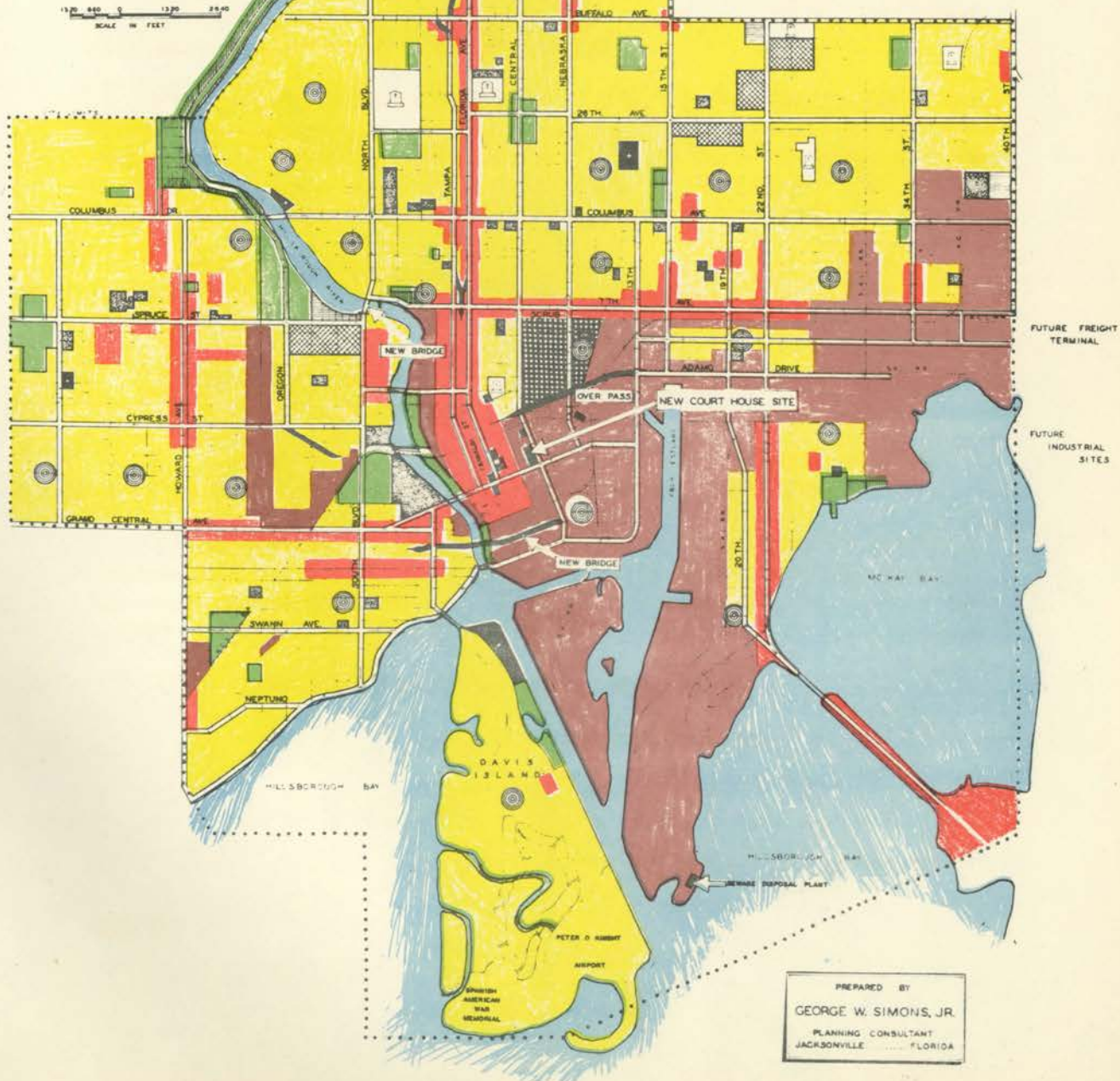
- PARKS
- PLAYFIELD
- REDEVELOPMENT AREA
- PLAYGROUND IN THIS AREA

ROADS

- LIMITED ACCESS HIGHWAY
- MAJOR STREETS
- STREET ADDITIONS

ZONES

- RESIDENTIAL AREA
- COMMERCIAL AREA
- INDUSTRIAL AREA



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SUMMARY

Tampa is the principal transportation, commercial and industrial center of one of the most rapidly growing and developing tributary regions in the south. It is also an important center appealing to winter residents and tourists. The growth of the city and the enhancement of its economy reflects the growth and diversity of development of all the counties and cities in its tributary region. To retain and improve its own position in the future however, Tampa must be alert constantly to its requirements and plan to provide them when needed. Continuous planning to study and anticipate the needs of the future is therefore desirable.

Since 1945, Tampa has made substantial progress in providing essentials sorely needed. Commendable especially is the progress made in providing adequate sewerage and sewage disposal and water supply facilities. Also noteworthy has been the resurfacing of many streets, the widening and improvement of Hillsborough Avenue and the construction of the new Highlands Avenue extension between Buffalo and Hillsborough Avenues. And currently the extension of Adamo Drive easterly will be helpful. Additions and extensions to the recreation system of the city also reflect a recognition of these needs.

Six years of zoning operation has been exceedingly helpful in preserving the character and value of many residential areas. Zoning has become thoroly established as a municipal function. In its administration, the work of the Zoning Commission, Board of Adjustment and Building Department has been co-operative and effective.

The acuteness of the Parking situation has been recognized by the merchants, the Mayor and Board of Representatives and some steps have been initiated to improve it but much more needs to be done. The city has also devoted considerable thought to the problems of improving traffic circulation.

The Housing Authority of Tampa has made commendable progress in providing additional facilities for low income families. Currently it is engaged in the construction of several new projects and additions and also the planning of a slum clearance project in the "Scrub".

The Mayor, the Board of Representatives and the various individuals and agencies cooperating with them are conscious of the many perplexing problems confronting the city and are doing everything possible to provide solutions. And in their efforts, they have received wonderful support and encouragement from a sympathetic press.

Following are enumerated a number of projects and activities that should be considered as a part of a future redevelopment program of the city. In the aggregate, these projects look rather formidable. They are all desirable but fortunately all are not needed at one time. They impart an idea of some of the things that should be done in the over-all plan of growth to make Tampa a still more liveable city.

1. The parking situation in the central business district should be improved by enforcing more effectively the current parking regulations. Diagonal parking should be discontinued and the allocation of reserved spaces be minimized. Suitable areas should be acquired for utilization as "off-street" parking facilities and among them the property of the Coast Line on the river north of LaFayette Street should be explored further. This area should be used ultimately for public purposes.

2. To improve traffic circulation in the central business district, a plan of one-way streets should be considered as proposed, after due consideration by interested groups.
3. The Major Street framework and the plan of limited access highways proposed by the State Highway Department, should be adhered to in principle as guides for the future.
4. An overpass between Adamo Drive on the east and Cass Street on the west should be provided and the possibility of an additional bridge at the foot of Harrison Street, be investigated. Also a new bridge should be erected across the river in the vicinity of Krause Street on the east side and Lee Street on the west side of the river.
5. The Sports Park in the vicinity of Old Tampa Bay, Memorial Highway and the Campbell Causeway should be developed as a major sports center.
6. A traffic officer operating under the direction of the Mayor should be placed in full charge of traffic circulation and parking.
7. A new refuse disposal unit should be established south of Adamo Drive on the east side of the Estuary and the present plant be discontinued and demolished.
8. Efforts should be continued to extend the city limits.
9. The Redevelopment and Slum Clearance program now being initiated in the "Scrub" should be extended gradually to others, Dobyville and Ybor City.
10. Studies incident to the restoration and preservation of Ybor City should be continued unabated and plans be made for the ultimate and orderly redevelopment of this section.

11. Rail, Highway, Water and Air facilities should be unified and the Polk Street line finally be eliminated. Freight facilities should be established east of the city in order to concentrate industry in the southeast quadrant. The present rail passenger terminal should be enlarged to include a bus terminal.
12. An enabling act authorizing the creation of an official Planning Board should be drawn and presented to the 1953 legislature for adoption. Such an act would give assurance to a continuity of planning in the future.
13. In the growing community, public buildings of adequacy are needed. A public library, an auditorium, a museum or art center are essentials that should be considered without delay.

PREFACE

During the years 1941-1944, inclusive, numerous and exhaustive studies were made in Tampa incident to the preparation of a comprehensive master plan of physical development, which included among other features, studies of population and land use, streets and highways, traffic volume and circulation, neighborhood composition and characteristics, housing, parks and recreation areas, transportation facilities, public buildings and other public facilities including schools. Each of the studies was resolved into a plan and in the aggregate they were resolved into a coordinated master diagram or plan. The first of the plans to be acted upon and adopted was that regulating the uses of land by zoning.

The zoning plan (ordinance and map) proposed to the Board of Representatives after a number of public hearings sponsored by the Zoning Commission, was officially adopted by the Board on February 8, 1944. Since that date the zoning plan has been a decisive factor in directing and controlling land uses thruout the city. And, as of January 3, 1950, zoning regulations similar in many respects to those of the city have been extended into Hillsborough County surrounding the city, under the sponsorship of the Board of County Commissioners of Hillsborough County.

The various studies on which the ultimate plan of development was based considered the economy of the city and area tributary to it to determine those economic and other forces that have and will continue to enhance and contribute to population growth and economic development. These studies also evaluated the magnitude and extent of population movements and settlement in areas surrounding the corporate area and the effects of such movements and trends on the

pattern of growth and development of the community as a whole. Briefly, what major forces were contributing to the growth of Tampa and what plans should be considered to prepare for and meet the requirements of that growth.

Since 1945, Tampa and its immediate environs and the area tributary to it have experienced considerable growth and economic development. Large acreages of land have been subdivided, thousands of new homes and many new industrial enterprises have been established. The position of Tampa in a regional economy has been enhanced and strengthened. In the course of recent growth many of the improvements and facilities anticipated in the plan of 1945 are still justified. Some have been realized or are in a process of completion. But as experience proves in a dynamic city, the need of change and additional facilities is ever present. The object of the present study is therefore a consideration of those changes and additions that now seem most essential to satisfy better the needs of the future, that will bring the planning studies of 1941-1944 into a more current position.

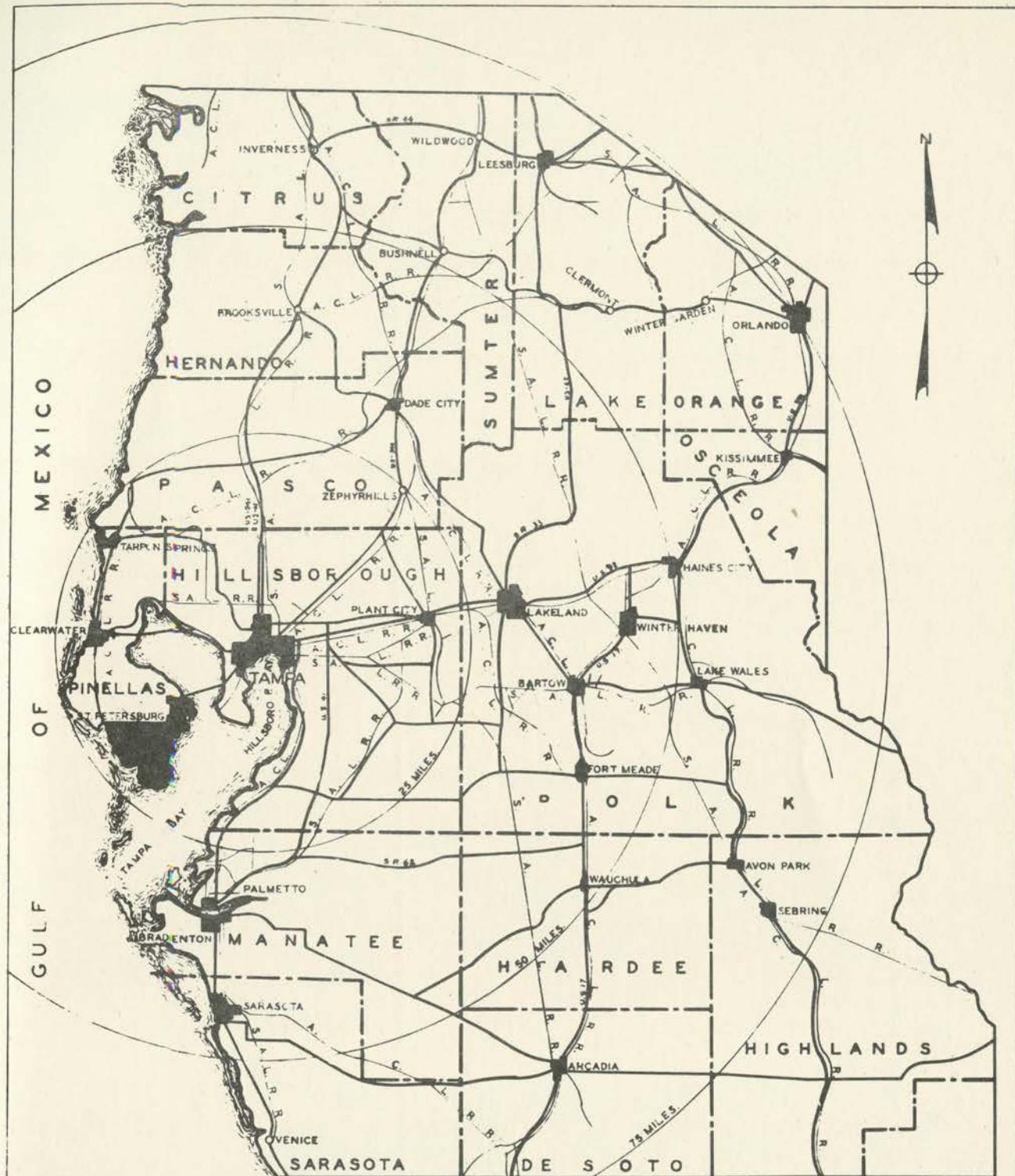
It is especially gratifying to observe the physical progress that has been made since 1945 - in the sewerage and water systems, in many parts of the street system, in the plan of recreational development and in the establishment of a more modern traffic light control system. The reconstruction and modernization of the sewerage and sewage disposal system is one of the most commendable advances made anywhere. Likewise the work of the Housing Authority of Tampa in expanding its program and in initiating studies incident to the rehabilitation of the "Scrub", is noteworthy. On the Administrative side, the work performed by the Board of Adjustment and the office of the Building Inspector in administering the zoning ordinance is commendable.

Without the interest, cooperation and support manifested by the Mayor and the Board of Representatives however, much of this progress would not have been recorded.

Earlier (March, 1951) a phase of this report dealing with the critical problem of Parking, was transmitted to the Mayor and Board of Representatives. This report described the character and proposed plans for its improvement. Since the issuance of that report, some progress has been recorded by local business interests looking toward the establishment of a centrally located multi-storied parking garage.

Tampa is a substantial, growing city having strong ties to Latin-America - a fact that imparts to it a personality and a colorful atmosphere. Not only is Tampa a city of expanding commerce and industry with an increasing appeal to the seasonal visitor, it is an attractive city of many good homes and good living. In the hands, minds and hearts of its people lies the destiny of the city - the kind of city it will ultimately become.

It would be amiss to conclude these prefatory remarks without commending the loyal, devoted and conscientious civic service contributed to the cause of planning and zoning in Tampa, by the Zoning Commission headed by Franklin O. Adams. For more than ten years this group of men and women have given unselfishly and untiringly of their time and talents to a consideration of those many problems that will make Tampa a still more delightful and a finer place in which to live. Thruout the current study the counsel of this group has ever been available. And too, no report would be complete without a word of commendation for Mayor Hixon who has constantly exhibited a most alert and keen interest in all those improvements and facilities that contribute to the welfare and betterment of the people.



MAP SHOWING
TAMPA AND TRIBUTARY REGION

GEORGE W. SIMONS JR.
PLANNING CONSULTANT
JACKSONVILLE FLORIDA.

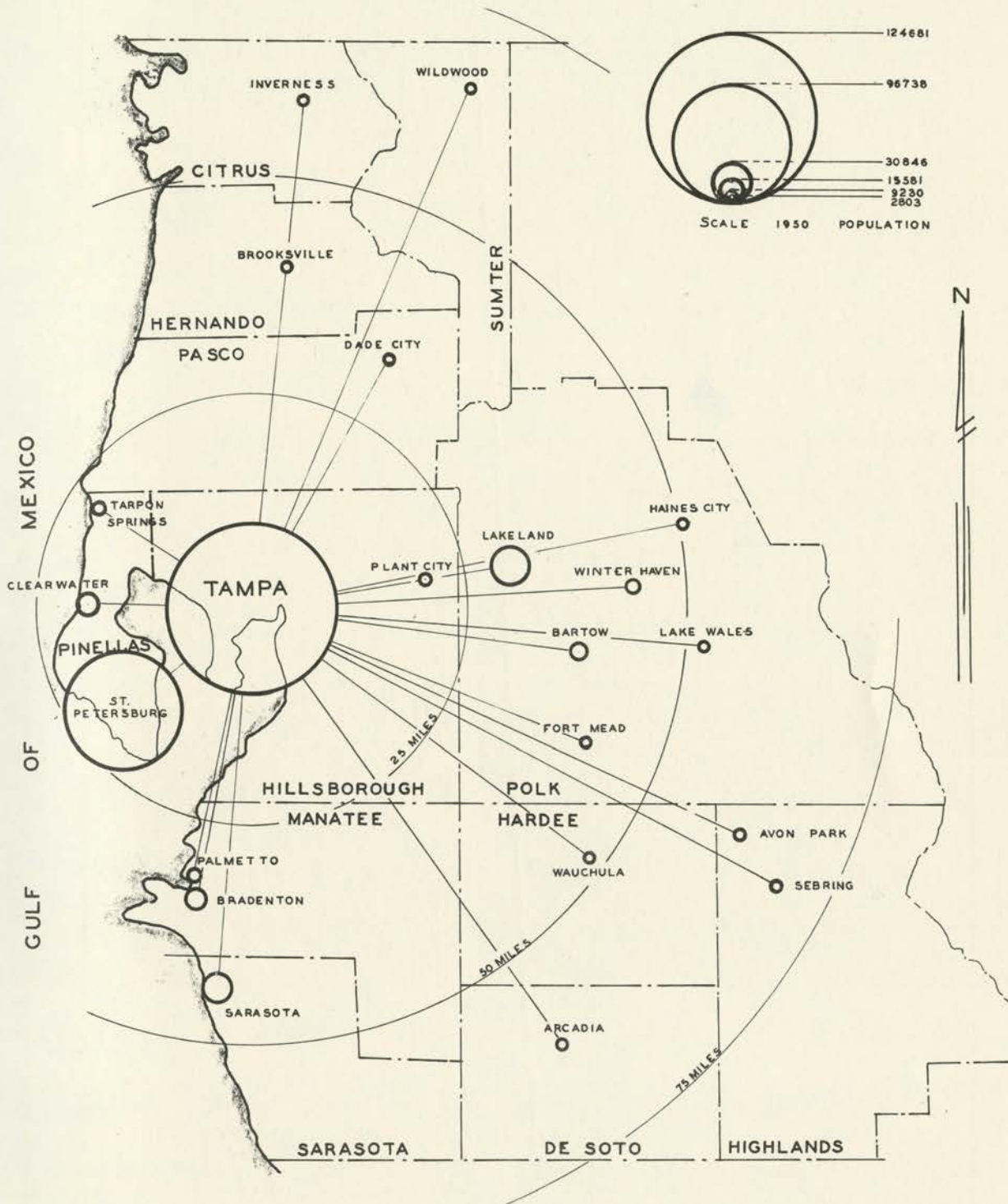
ECONOMIC BACKGROUND

The economy of the city and the area tributary to it are potent factors influencing its growth and importance. The economy of the city also goes far to determine its type and its characteristics.

Tampa, strategically located in southwest Florida, is the center of an expansive tributary area of diversified resources and economy. Rail lines, highways and airways converging here emphasize the value and importance of the city to the region of which it is a part. Not only are the diverse advantages and influence of Tampa felt increasingly thruout the city's tributary trade area but the products of its economy have imparted to the city international distinction and thru the facilities of its port Tampa is linked to the world as a whole. Combined, these various factors are most significant to the city's future growth.

The area tributary to and feeding into Tampa is one of the fastest growing and developing in Florida and the south (Figure 1). It is an area of diversified resources which are still in a process of exploration and development. More than fifty-five per cent (55%) of the orange and sixty-three per cent (63%) of the grapefruit producing acreage in Florida is located within a radius of less than one hundred miles of Tampa. And, nearly twenty per cent (20%) of all the vegetable and miscellaneous fruits acreage lies in the same area. Citrus and vegetables with their allied juice and concentrate industries contribute therefore to the economy of Tampa where large plants manufacture a majority of the cans used by the canning industries.

In other parts of the tributary area are found the most extensive phosphate mining enterprises in the world and the beginnings of America's greatest cattle grazing and raising enterprises which are already contributing to



THE TAMPA SPHERE OF INFLUENCE

Tampa's importance as a meat processing and packing center.

Geographically, topographically and climatically the Tampa region is attractive to millions of winter visitors. In it are found the rolling highlands and lakes, the lush hammocks and timber lands, the entrancing bays and bayous appealing to the fisherman and lands suitable for diverse agricultural pursuits. To this area many visitors return annually to become permanent land owning residents.

The resources of the region have also attracted many varied industries to establish here. Between 1939 and 1947, the number of industries increased fifty-three per cent (53%) and the increase in value added by manufacture in that period amounted to nearly seventy million dollars (\$70 million). Of this increased value, more than forty-four per cent (44%) was in the city of Tampa. During the years 1939 thru 1947 the increase in value added by manufacture in Hillsborough County amounted to thirty-five million dollars (\$35 million), one-half of that in the region as a whole. This diversification in the industrial economy is most significant in view of the changes now being experienced by the cigar industry which at one time was one of the principal contributions to the economy of the city.

That Tampa has rapidly become a major distribution center of the southwest region is evidenced by the number of concerns that have established regional offices and warehouses there, in recent years. More than one hundred and fifty concerns have established servicing facilities here since 1940. These distribution agencies not only serve the immediate area around Tampa but in many cases serve areas as far south as Fort Myers and north to Orlando.

REGIONAL POPULATION GROWTH AND DISTRIBUTION

The population of Hillsborough County and the accepted trade area of Tampa increased forty-four per cent (44%) in the decade 1940-1950 - an increase of more than 220,000 people. The 1950 census also disclosed that nearly 600,000 people reside in Hillsborough County and the four counties bordering it (Manatee, Pasco, Pinellas and Polk); the increase in growth in these counties exceeded forty-seven per cent (47.5%). The population of these five counties accounted for more than eighty-one per cent (81.5%) of the population of the region as a whole. In other words, the principal growth during the decade 1940-1950 occurred in Hillsborough County and those counties immediately surrounding it and within a radius less than seventy-five (75) miles of Tampa. This fact is important to the future economy, growth and life of Tampa.

In the five counties - Hillsborough, Manatee, Pasco, Pinellas and Polk - there are twenty-seven (27) cities including Tampa, having an aggregate population of 363,278 in 1950 - an increase of thirty-seven per cent (37%) in the decade 1940-1950. The growth of Tampa percentagewise in the same period was about fifteen per cent (15%) yet the increase for Hillsborough County was thirty-eight per cent (38.7%). Among the larger of the twenty-seven (27) cities are such important places as Plant City, Saint Petersburg, Clearwater, Dunedin, Tarpon Springs, Bartow, Auburndale, Fort Meade, Frostproof, Haines City, Lake Alfred, Lakeland, Lake Wales, Mulberry, Winter Haven, Bradenton, Palmetto, Dade City and Zephyrhills (Figure 2). These growing cities in one respect or another all look toward Tampa as their "big city". Each is important as an economic unit, in serving and contributing to the economy and growth of its respective sphere of influence but in the aggregate, they all contribute substantially to the economy and growth of Tampa. As the resources of the tributary areas are

further explored and enhanced, the more these particular small cities and towns will grow and prosper and the more will they impress themselves on the economy and growth of Tampa. It is therefore vital for Tampa, in contemplating and planning its future, to consider well those facilities and requirements that will make it convenient, safe and easy to visit and do business in Tampa. The economy of Tampa is so closely attached to the economy of the region of which it is the center, that the city must assume a definite responsibility to the people of the region.

TAMPA AND IMMEDIATE ENVIRONS

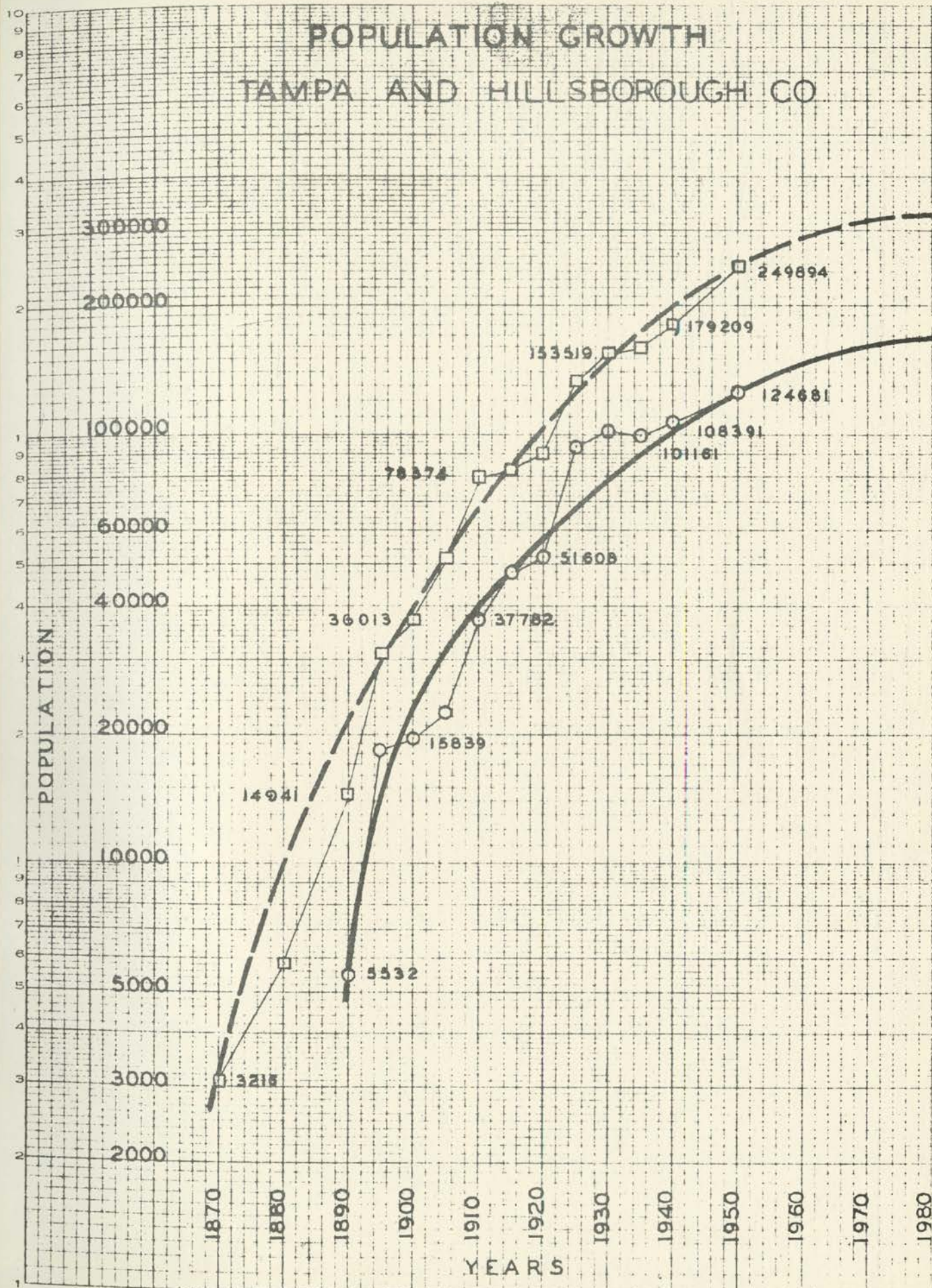
POPULATION GROWTH AND TRENDS

The population of Tampa appeared for the first time in the federal census of 1870, when 796 people were recorded. That was seventeen (17) years after John Jackson delineated the initial plat of the area immediately north of Fort Brooke, which now comprises the central business district. In the twenty years succeeding 1870, the population remained status quo but since 1890 the trend of growth has been steadily upward, especially during the interval between 1880 and 1910 in which the city experienced its most rapid growth. Between 1910 and 1920, the rate of growth was thirty-seven per cent (37%), between 1920 and 1930 it was ninety-five per cent (95%), between 1930 and 1940 it was only seven per cent (7%), but between 1940 and 1950 the upward rate doubled to fourteen and a half per cent (14.5%).

In the first volume of the 1940-1944 planning report there is a detailed analysis of the population, its distribution, trends of movement and composition.

The census figures of 1940 and 1950 do not reflect the real population of the area that is currently conceived as being the city of Tampa. Improvements and facilities predicated wholly on city figures would be inadequate. This is because of the legally delineated corporate limit lines which, while they limit and restrict the governmental functions of the city, do not limit the population growth of the city into the county areas beyond. The population figures of the census, 1930, 1940 and 1950, all record growth in the city but only that growth which occurred within the corporate limits of the city. The 1950 census reveals that in the decade 1940-1950, Tampa had a growth of only 15,682 people, which is misleading when anticipating future

POPULATION GROWTH TAMPA AND HILLSBOROUGH CO



requirements. In 1930 it was estimated that the population in the areas outside of but contiguous to the city, was 24,564 and in 1940, 23,613.

The 1950 census of Hillsborough County was recorded as 249,894. Exclusive of such points of concentration as Tampa, Plant City and Port Tampa, the county population was 114,486. Using the 1945 State Census as a guide, the population, in the aggregate, of such rural sections as Odessa, Lutz, Valrico, Mango, Seffner, Brandon, Dover, Durant, Gibsonton, Riverview, Balm, Ruskin and Lithia, and other scattered settlements would not exceed 25,000 people, which deducted from 114,486 would indicate a population in the peripheral areas surrounding the corporate limits of Tampa of about 89,000 people in 1950. This would naturally reflect a 1950 population of greater Tampa in excess of 214,000. And as of 1951, this figure is greater, but regardless of its magnitude, the multiplicity of diverse problems confronting Tampa are currently the problems of a city of more than 200,000 - and moreover a city whose growth will continue at substantial rates.

Diagram A illustrates the growth of the City of Tampa and Hillsborough County thru the years. Since 1930, much of the County increase has been due to the peripheral growth outside of but contiguous to the city limits.

DISTRIBUTION AND MOVEMENT TREND OF POPULATION

In Tampa, as elsewhere thruout the country, there has been a steady movement of population from the center outward. The older residential areas adjacent to and surrounding the central business district are still in a process of change. Commercial expansion has encroached upon some of these areas hastening their deterioration as first class residential areas. Parts of Hyde Park and Tampa Heights, once the best of Tampa's residential sections are fast becoming the locus of apartment dwellings, boarding and rooming houses resulting in more densely populated areas than formerly. And too, in this process of outward movement, the values of an ever widening circle of property is of considerable concern. Not all the property in the slow process of decay can be absorbed by or is even suitable to commercial or other uses. Its proper utilization to preserve or restore value is a timely question to consider and solve.

As stated previously the population increase within the corporate area was only about 16,000 in the decade 1940 to 1950, equivalent to some 4,000 to 5,000 families. Many of these families found residence in duplex or multiple family structures but the majority established new homes. Altho new construction followed a rather general pattern, most of it sought the more remote areas not yet violated by commerce or industry. Seminole Heights, sections of Hyde Park, West Tampa, Jackson Heights and Davis Islands received the most of it. While the city was acquiring an increase of about 16,000 people the areas surrounding the city acquired more than 56,000 people - three times more than the city.

The detailed census figures by small areas is not yet available but in all probability they will reveal even more decisively the outward population

movement which was also presented in the earlier reports of 1944-1945. These figures will show an increasingly larger central core of declining population surrounded immediately by a more densely populated fringe which in turn will be surrounded by a larger area of increased population due to the subdivision and development of lands during the past decade.

The principal population and development trends in the immediate Tampa area of importance from the standpoint of planning are those in the areas beyond, but contiguous to, the city but more particularly in that peninsular inter-bay area south and west of the city limits. Development in this inter-bay area south of Cypress Street has been very active and intensive. In that quadrant west and northwest of the city limits, between Memorial Highway and Florida Avenue there has also been considerable development, especially in the vicinity of and along Hillsborough Avenue. North of the city growth has been active in the Sulphur Springs area and immediately east thereof but growth and development east of the city limits is not comparable to that in other areas. As stated before, in these peripheral areas nearly 100,000 people live who are definitely a part of the city. The economy of the city afford them a means of livelihood; they use the city's streets and facilities and benefit generally from the city's cultural and other opportunities, yet they contribute no taxes to the city or in any other way contribute to the facilities the city is obliged to provide for their welfare and use. Altho portions of these built-up section compare favorably with development within the city, none of the peripheral area has any governmental administration except that provided by the Board of County Commissioners. There are no police, fire, sanitary services except as provided privately. There are however one or two small legally constituted sanitary districts for sewerage service.

Obviously in contemplating and planning capital improvements requisite to future growth, the needs of all the people utilizing the facilities, services and advantages afforded by the city must be anticipated and in so far as possible, be provided. People from the aforementioned growing tributary area, attracted to Tampa by its commercial or other advantages, must be able to get into the city safely, with a minimum of delay and inconvenience. And when they reach the city, they must be able to find adequate terminal facilities. If such conditions are not fulfilled these thousands of potential customers will seek other trading posts. The fact that the thousands of people who live outside of the city, yet spend the most of their time in it, are a part of the life stream of the city their number must also be considered in the designs and plans for adequate streets, sewers, water, parks, playgrounds, community buildings and other component facilities of the city. These people may not live inside the city but they contribute to its economy and in one way or another they are benefactors of the city's services and utilities.

CITY EXTENSION

The extension of the city limits is a perennial question around which there has been considerable discussion in the past, but plans to extend the limits have generally failed. It is again propitious to seriously consider this matter because of the intensive building activity outside the city.

Altho many reasons can be enumerated why the city limits should be extended only a few of the more important ones will be included here. Pride in one's home and community should of itself be enough to stimulate a desire in one to become a citizen of the city. Were it not for the economic, cultural and many other advantages offered by the city, development in the outer areas would be neither so attractive and appealing nor would development be so active and intensive. The overall growth and importance of the central city alone gives value to property outside, which otherwise it would not have. Proximity to the central city, among other factors, has encouraged development in the outer areas and made them economically possible. Then too, densely built up areas dependent generally on septic tanks and other primitive means of sewage disposal with no adequate waste collection facilities and no comprehensive drainage plans, are potential health menaces not only to themselves but to the city of which in reality they are a part. In the absence of rigid subdivision control, most subdivision or development streets are comparatively short lived and once in a state of disintegration become traffic hazards. Altho the Board of County Commissioners is responsible for the maintenance of roads in the county, they are unable to give the same kind of service to built up sections as the city can. Their services must be divided between the hundreds of miles of roads and bridges in the several Commissioners' districts. Then finally, any area now populated by nearly 100,000 people and still in the process of

growth, should have the benefit of fire, police and street lighting protection which the central government could provide. Such services in themselves are enough to justify corporate extension. The absence of these services are reflected in higher insurance rates. City expansion would bring more people into a participation in government which is recognized as a need today.

STREETS AND HIGHWAYS

Much of the basic field work incident to the preparation of the comprehensive, overall plan of Tampa in 1944-1945 related to the adequacy of streets and highways, the most important physical facilities within the urban structure. From studies of existing street patterns, street and roadway widths and measurements of traffic volume using them, all correlated to studies of population distribution and migration, land subdivision practices and trends, construction trends and the character and composition of neighborhoods served by streets, a Major Street Plan was defined to be used as a guide in the future development of an adequate number of wide, direct and continuous streets for the city and its environs.

In the preparation of this Major Street framework in 1945, the types and functions of the various streets were established and an inventory was made of those physical deficiencies that either impeded the flow of traffic or retarded land development. The need of street widenings, extensions, connections and new streets was also evaluated and indicated.

Not all streets in the land use pattern of the city are of equal importance; some are more functional than others. This is particularly true of those streets entering the city from the tributary areas, leading into and thru the central business district. Florida and Nebraska Avenues, Lafayette Street-Grand Central, Frank Adamo Drive and Cass Street are channels of this type. Converging traffic into and thru the central district these streets are virtually radials of first importance. A second class of important street enables volumes of traffic to flow from one section of the city or neighborhood to another, or to even pass thru the city by-passing the central section. This type of street can usually be made a component part of an inner or outer cir-

cumferential street system connecting radials as well as the respective areas. Hillsborough, Columbus and Howard Avenues, the Boulevard and Twenty-Second Street, are channels of this type. These streets are also links in an intercepting system, to collect and distribute traffic. A third type of street is that which primarily gives access to properties within neighborhoods or other sections. It is commonly looked upon as an access street only.

The major framework of principal streets is also comparable to the trunk lines of a sewerage system. Its component arteries act as the collectors and distributors of traffic volumes originating in diverse sections of the city or region, destined to points inside or outside the city. The velocity and volume of traffic flowing depend on a number of factors but primarily on the capacity (size) of the street channel and its freedom from obstructions (parked cars) and hazards (too many street intersections) that retard flow. Obviously, the capacity (size) of channels is important - a capacity adequate to not only accommodate the flow of today's peak load but which can be expanded readily to provide for the requirements of the future. A roadway width of 40 feet in a street 80 feet wide may be adequate now but ten years hence two divided roadways in a street 100 feet wide may be necessary. In anticipation of such a situation as this set back lines should be established now.

Observation shows that all streets do not accommodate the same kind of traffic load. Some carry a predominance of heavy duty truck traffic whereas others carry a predominance of light passenger traffic. Bayshore is an illustration of the latter. Thirteenth Street and Adamo Drive are examples of the former. Such diverse characteristics of traffic flow influence the types and costs of highway construction.

From the standpoint of economics, the Major Street Plan can be a most useful instrument in guiding and distributing the traffic loads of different types, thereby determining to a marked extent the type and character of roadway to be provided. Heavy duty traffic will require a much more durable and heavier type of surface than lighter traffic. It will also enable the city to prepare for its future street improvements in a more orderly manner.

Since the presentation of the Major Street Plan in 1941 there have been a number of improvements made in the street system of Tampa. The street car tracks have been removed from the streets of the central business district and elsewhere and the roadways resurfaced. The Highlands Avenue extension to Hillsborough Avenue has been one of the major city improvements of recent years and the widening and improvement of Hillsborough Avenue by the State is another. More recently Adamo Drive is being extended eastward. The Nineteenth Street extension south of Adamo Drive was an improvement made as the result of the planning studies of 1941. This street however should be extended northward. Plans are also being made to rebuild the Garcia Avenue bridge at the Boulevard site proposed in the Major Plan recommendation. These have been the progressive and helpful improvements.

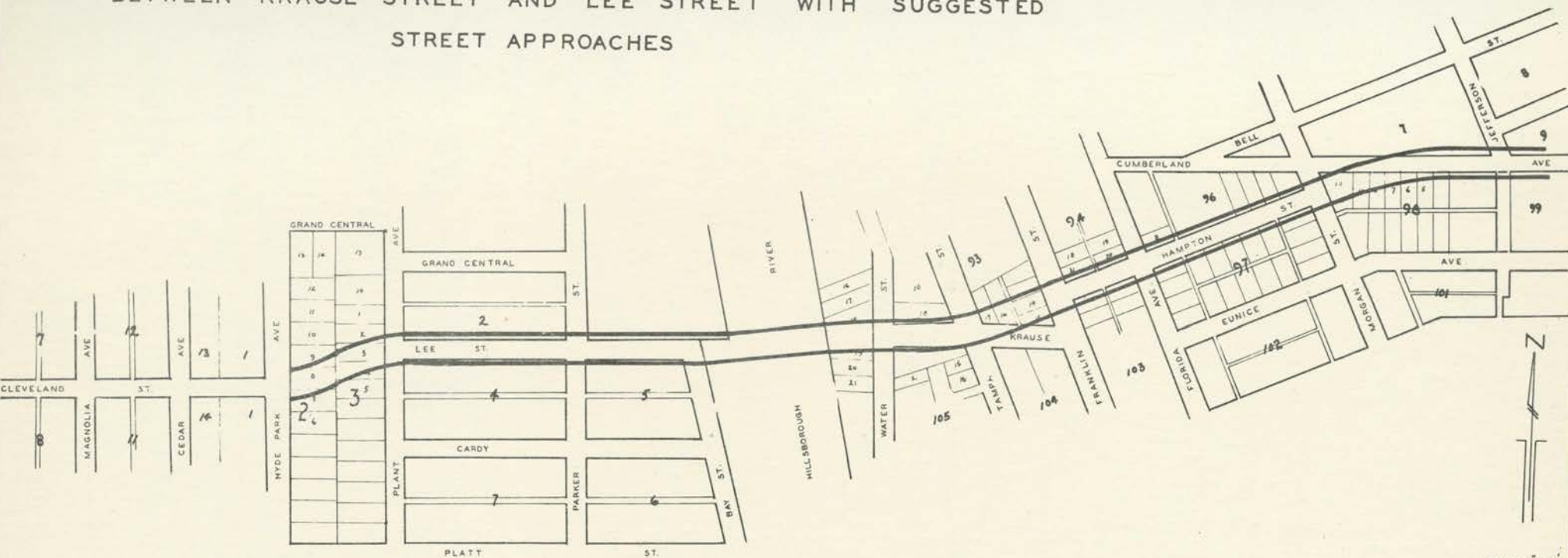
STATE ROAD DEPARTMENT SURVEY

In 1946 and 1947, the State Road Department of Florida (Division of Research and Records) in cooperation with the Public Roads Administration made a comprehensive Traffic Survey of the Tampa Metropolitan area from which resulted a Limited Access Highway Plan. As a part of this study the Major Street Plan of 1941 was revalued and virtually adopted as the major framework of the later date. Commenting on the report and plan of 1941, the report of the State said: "This is a very comprehensive report in three sections and thoroly covers the many angles so necessary in any city master plan. Reference is made to this 'Master Plan' for the reason that, after an analysis of the needs for street improvements, this report (State) endorses and has included practically all of the recommendations submitted by that firm of engineers." To date no progress has been made toward initiating the plan of Limited Access streets proposed by the State, which included the utilization of Central Avenue from the north, Columbus Avenue from the east to Boulevard on the west and thence southerly along the Boulevard to Bayshore Boulevard, thence to Gandy Boulevard and thence westerly. It was proposed to tie this system into the components of the Major Street Plan of 1941 (Figure 3).

Columbus Drive, still one of the most important east and west channels thru mid-Tampa, must be widened ultimately. The report of 1941 proposed that set back lines be established then along Columbus Drive to facilitate and lessen the cost of this ultimate widening. To date however nothing has been done in this respect so again it is urgently recommended that such lines be established because the need is as apparent today as it was when the original studies were made. As a matter of fact the establishment of

PROPOSED BRIDGE OVER HILLSBOROUGH RIVER

BETWEEN KRAUSE STREET AND LEE STREET WITH SUGGESTED STREET APPROACHES



SCALE - 1" = 200'

FIGURE 4

set-back lines on a number of streets recommended previously, should be considered and acted upon now. The demands of traffic will not lessen in the future but instead, they will intensify and become greater therefore preparations for ultimate street widenings should be made. Many streets may still seem wide enough to accommodate wider roadways but in twenty-five years hence when greater Tampa's population has been multiplied, these streets will be too narrow and then the cost of land acquisition will be much greater. Florida Avenue in particular is one of these streets that should receive prompt attention. Street widening is always an expensive undertaking but the impact can be softened by making preparation for it in advance.

Traffic studies made in late 1950 reveal the necessity of considering one or more additional bridges across the Hillsborough River. Currently the Lafayette and Platt Street bridges are carrying a tremendous traffic load destined to the west and southwest. Relief could be afforded these bridges by the construction of a new bridge between the two, preferably a bridge constructed at a level high enough to avoid the frequent openings now experienced at the present bridges.

The State Report previously referred to, indicated a new bridge at Jackson Street leading into Grand Central Avenue at Plant Street. Studies incident to this report however suggest an alternate location in the vicinity of Krause Street. Cumberland, Hampton and Krause Streets could be developed on the east to the approach of a bridge crossing into Lee Street and thence into Cleveland Street which can be developed westward to Henderson. Such a bridge with its accompanying street connections would open a highway to supplement the services now rendered by Lafayette and Platt Streets (Figure 4).

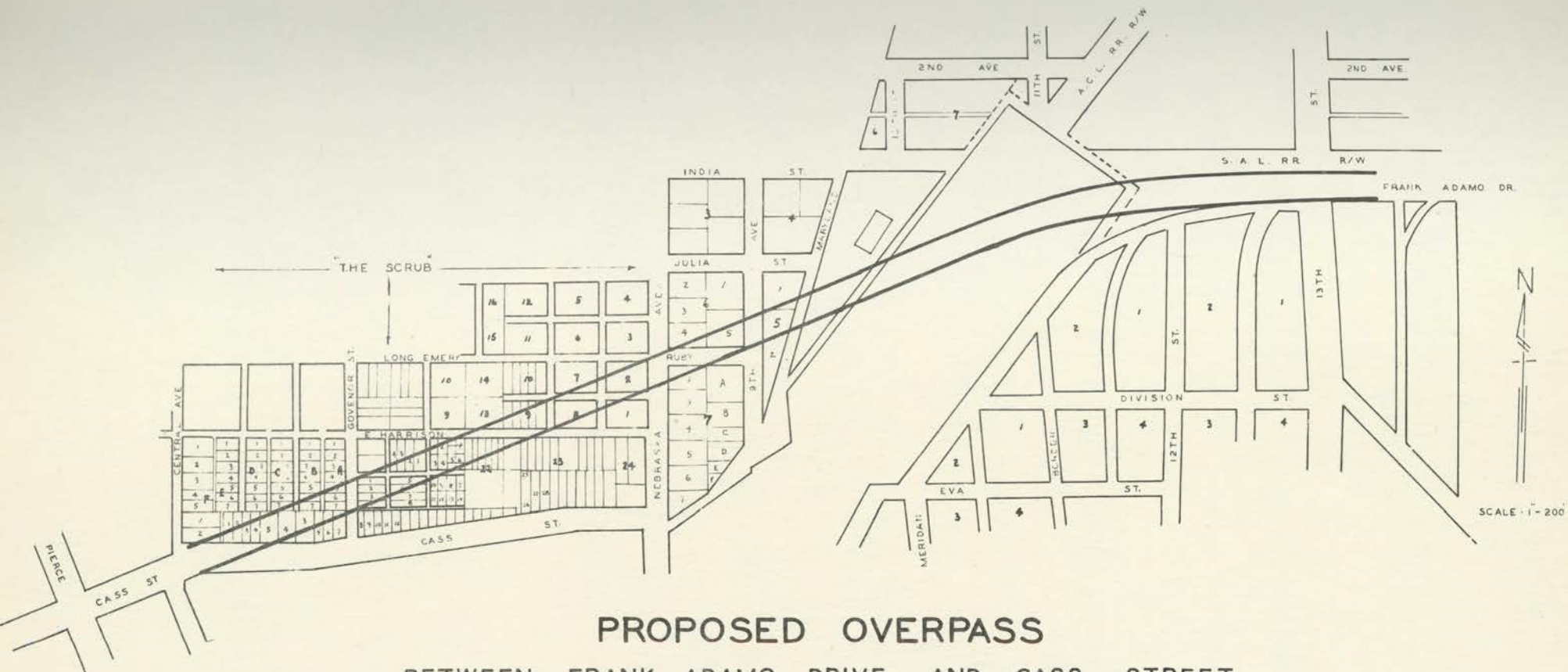
The grade of the approaches of a bridge in the vicinity of Krause Street, which should not exceed five per cent, will depend primarily upon the amount of clearance required or desired above the channel. Obviously a clearance to permit the passage of small craft need not be as great as one to permit the passage of larger craft with tall masts.

The clearance over the channel and an easterly approach grade of five per cent or less will affect Water Street. A low level bridge might conceivably take off just west of Water Street but a high level bridge would have to take off at some point far enough east to give a railroad clearance at Water Street.

On the west side of the river the approach problem is not as acute as on the east because there are nearly 400 feet available between the river shore line and Parker Street.

In its design, it would be preferable to start the easterly approach near the west side of Tampa Street and extend it over Water Street to an acceptable point of clearance over the channel. The amount of clearance over the channel however, should be decided upon only after a census of river traffic and its character has been made and determined. Economically it would be wasteful to provide a great clearance when an analysis of traffic on the river discloses that a much less clearance would answer nine-tenths of the cases arising.

To expedite and facilitate the movement of traffic using a new bridge, the street pattern east of the proposed approach should be improved as far as Morgan Street and ultimately into Cumberland Street. A widened street as indicated in Figure 4, would necessitate the acquisition of property in Block 93 between Tampa and Franklin Streets thereby giving access to Hampton Street



PROPOSED OVERPASS
BETWEEN FRANK ADAMO DRIVE AND CASS STREET

between Franklin and Morgan Streets. The proposed approach street should be at least eighty (80) feet wide so as to accommodate a roadway sufficiently adequate to handle the increasing volumes of traffic that will gravitate to this area. Hampton Street is now only 55 feet wide.

Since its construction, the Frank Adamo Drive has assumed a most important place in the highway pattern. Much of the traffic that formerly used Fourth Avenue is now using Adamo Drive which currently is being extended eastward from Twenty-Second Street to provide a new outlet to the southeast toward Bartow. All traffic now using Adamo Drive must also use Thirteenth Street to enter or pass thru the city, which obviously contributes to the congestion of Thirteenth, Lafayette and Platt Streets and the bridges of the latter two. To alleviate this increasing congestion, an overpass should be provided over the Atlantic Coast Line tracks to connect Adamo Drive with Cass Street west of Nebraska Avenue. This extension could also be divided west of Cass Street to connect with the Fortune Street bridge or with a new bridge at the foot of Harrison Street leading into Cypress Street on the west side of the river. Such an overpass would enable much of the traffic now destined west and southwest via Lafayette and Platt Streets to flow westward on Cass Street or via another street north thereof. A portion of this development could be accomplished thru Title I of the Housing Act of 1949 (Figure 5).

In the report of 1941-1945, several recommendations were made to expedite the movement of traffic by providing connections between certain streets and eliminating dead ends. One that should be made now is that between Cass and Cypress Streets, west of Boulevard. Cypress is a continuous street to Memorial Highway on the west and the connection between it and Cass Street would

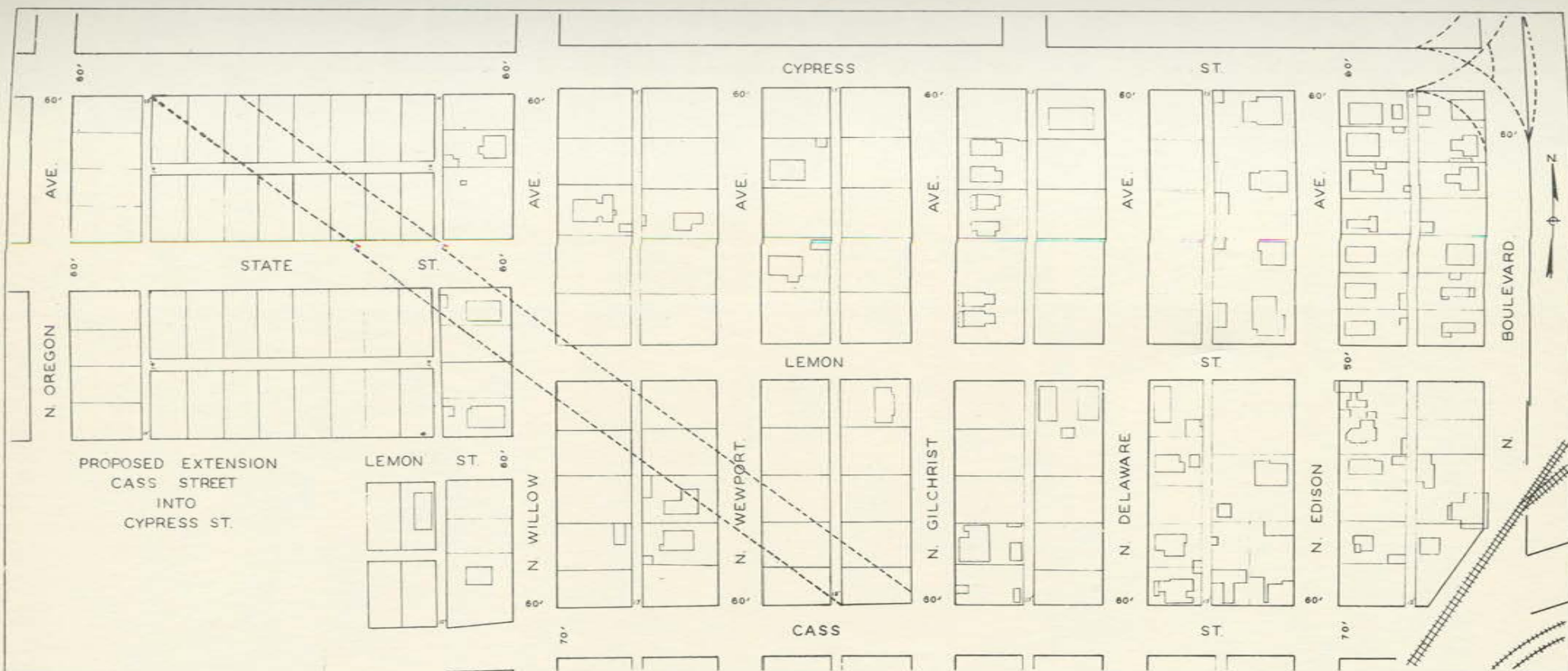
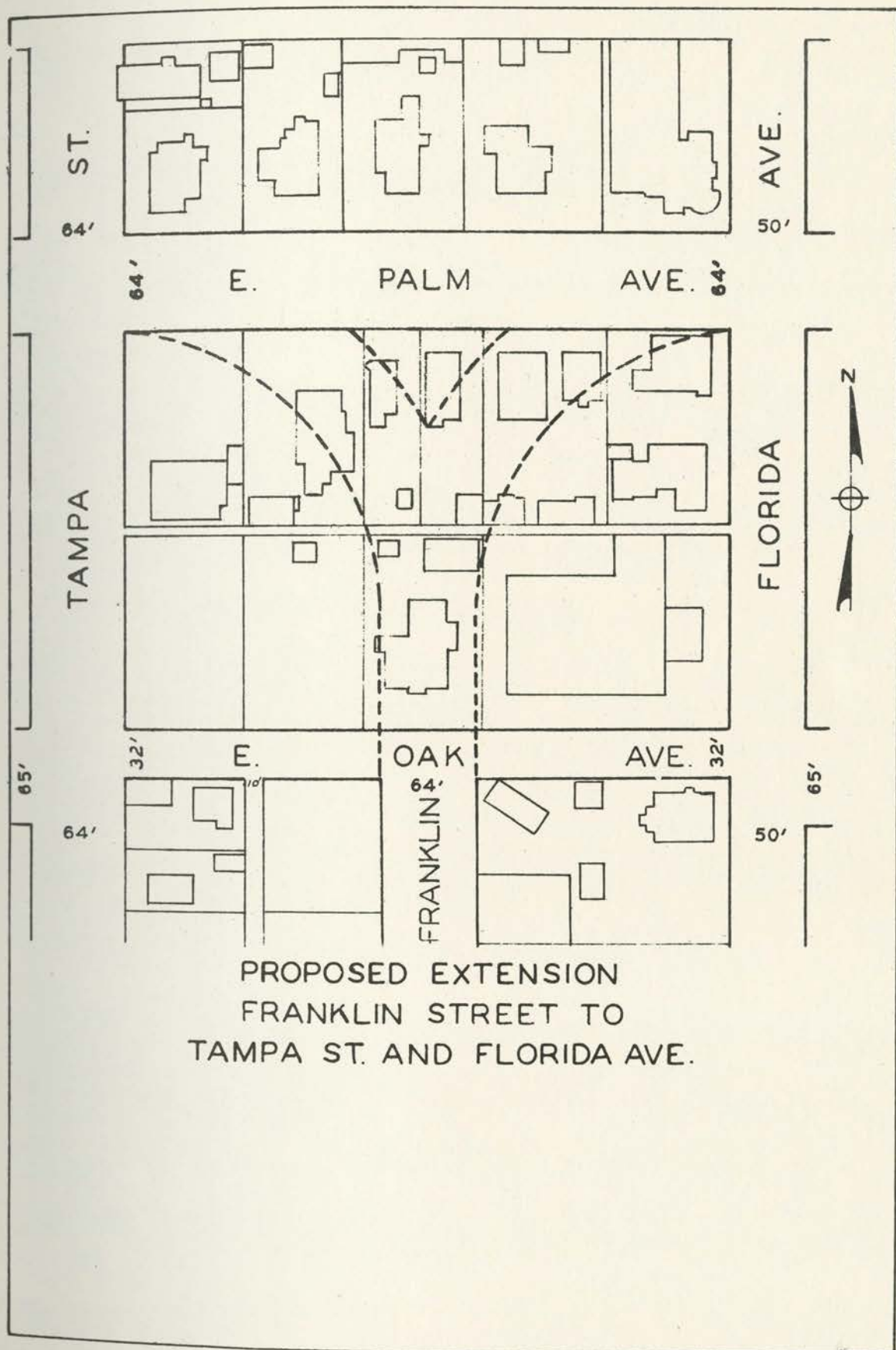


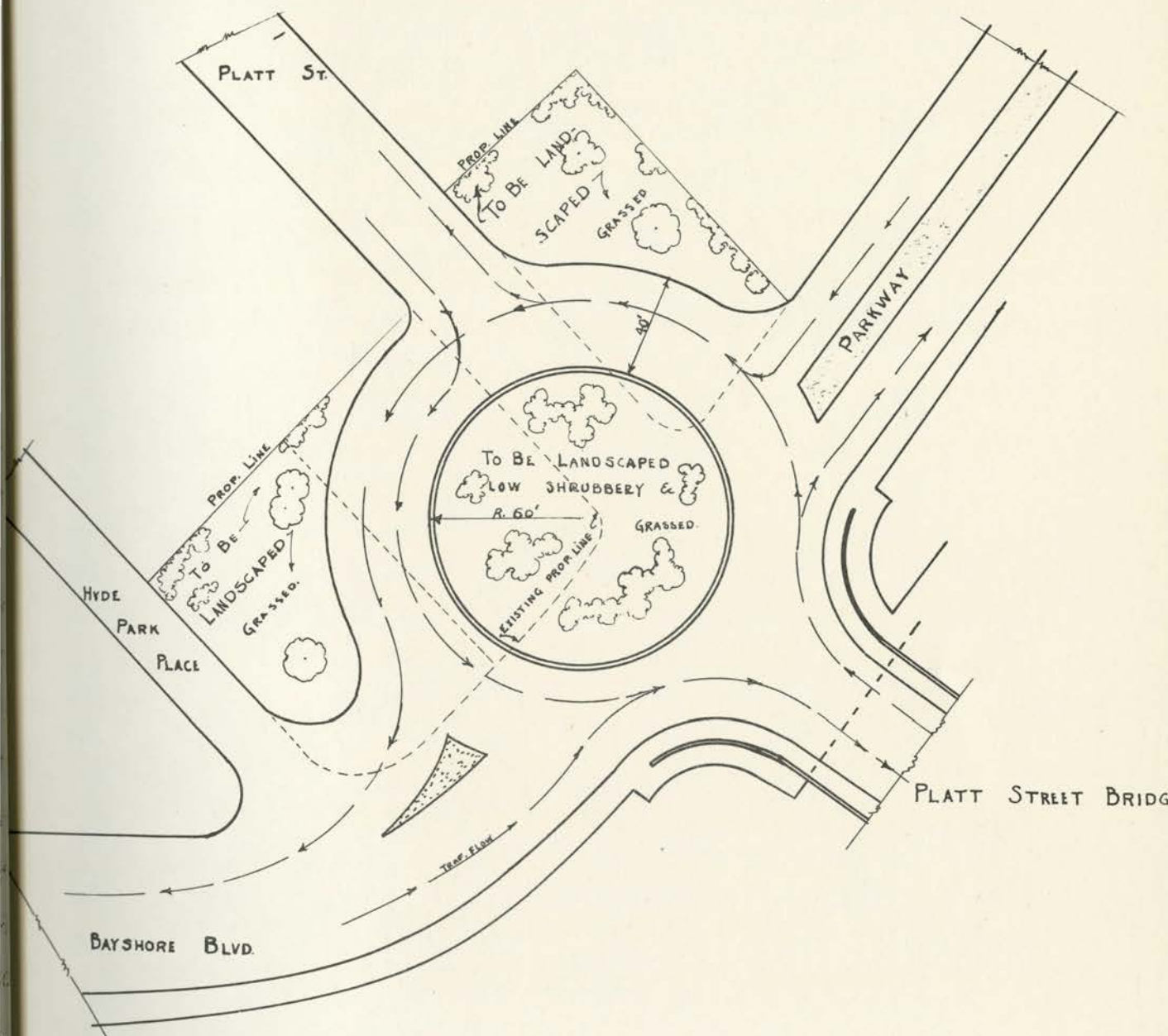
FIGURE 6



enable traffic to continue westward from Cass Street without delay. Another connection of importance that should be considered is that between Fourth Avenue and Broadway, east of Thirty-Sixth Street. Currently this hazardous connection should be replaced ultimately with an overpass. A third extension and connection that would be helpful in moving traffic is that between the northern extremity of Tampa Street at Buffalo Avenue into Florida Avenue. Other connections were proposed in the previous report but the foregoing are the more important ones for early consideration (Figures 6 and 7).

The western approach to the Platt Street bridge has been a consistent source of hazard, congestion and confusion, accentuated by the steep grades from the north and south roadways intersecting Platt Street at the western terminus of the bridge. In the report submitted in July, 1941, a continuous flow traffic circle was recommended for this site, but regardless of the nature of treatment decided upon some property will have to be acquired for which preparation should be made. Altho the ultimate construction of a new bridge into the north will relieve the Platt Street bridge to some degree, the volume of traffic passing over it will continue to increase with the passage of time.

Some years ago the Garden Clubs of Tampa proposed and advocated a River Front Boulevard to extend southerly along the west side of the river from Sulphur Springs on the north. The Clubs financed a development plan of this project, which is still available (Figure 8). Since the inception of the idea some of the river front property along the course of the proposed drive has been developed industrially or otherwise but notwithstanding sections of the proposed idea could still be effectuated, especially those portions that lie



PROPOSED TRAFFIC CIRCLE FOR
WEST END OF PLATT ST. BRIDGE
SCALE 1"=50'-0"

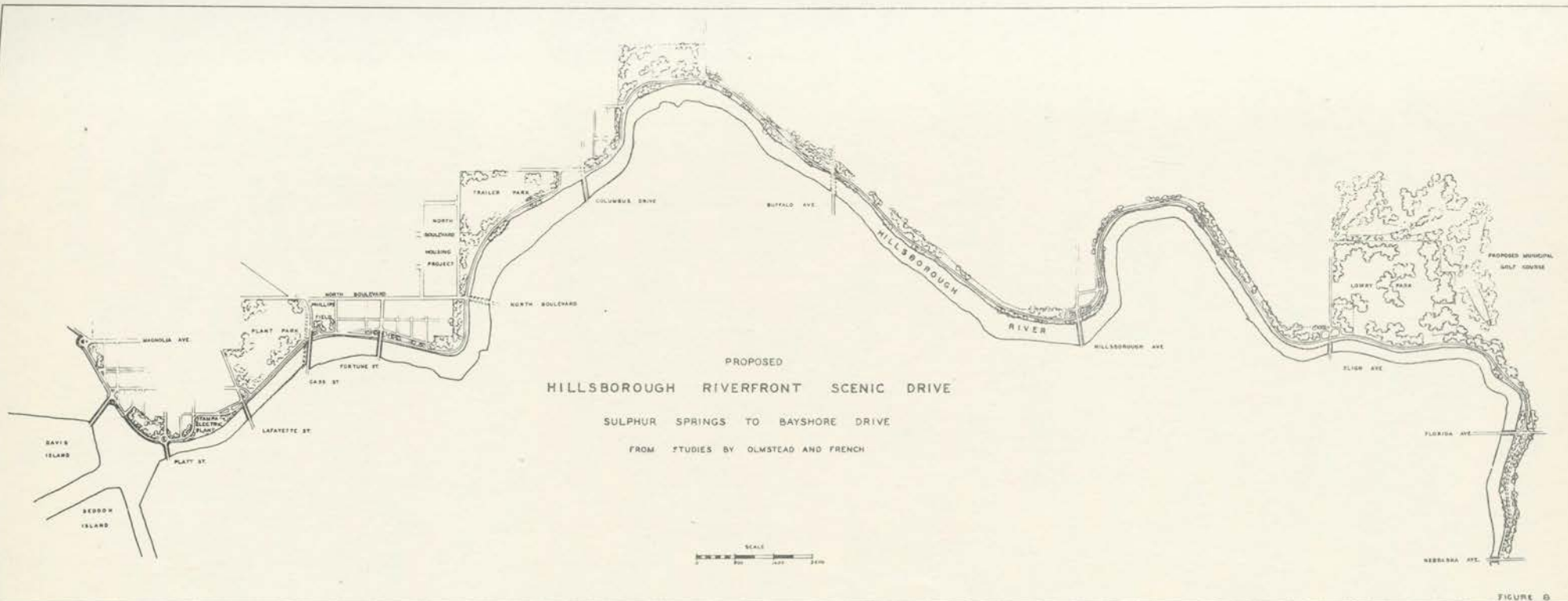
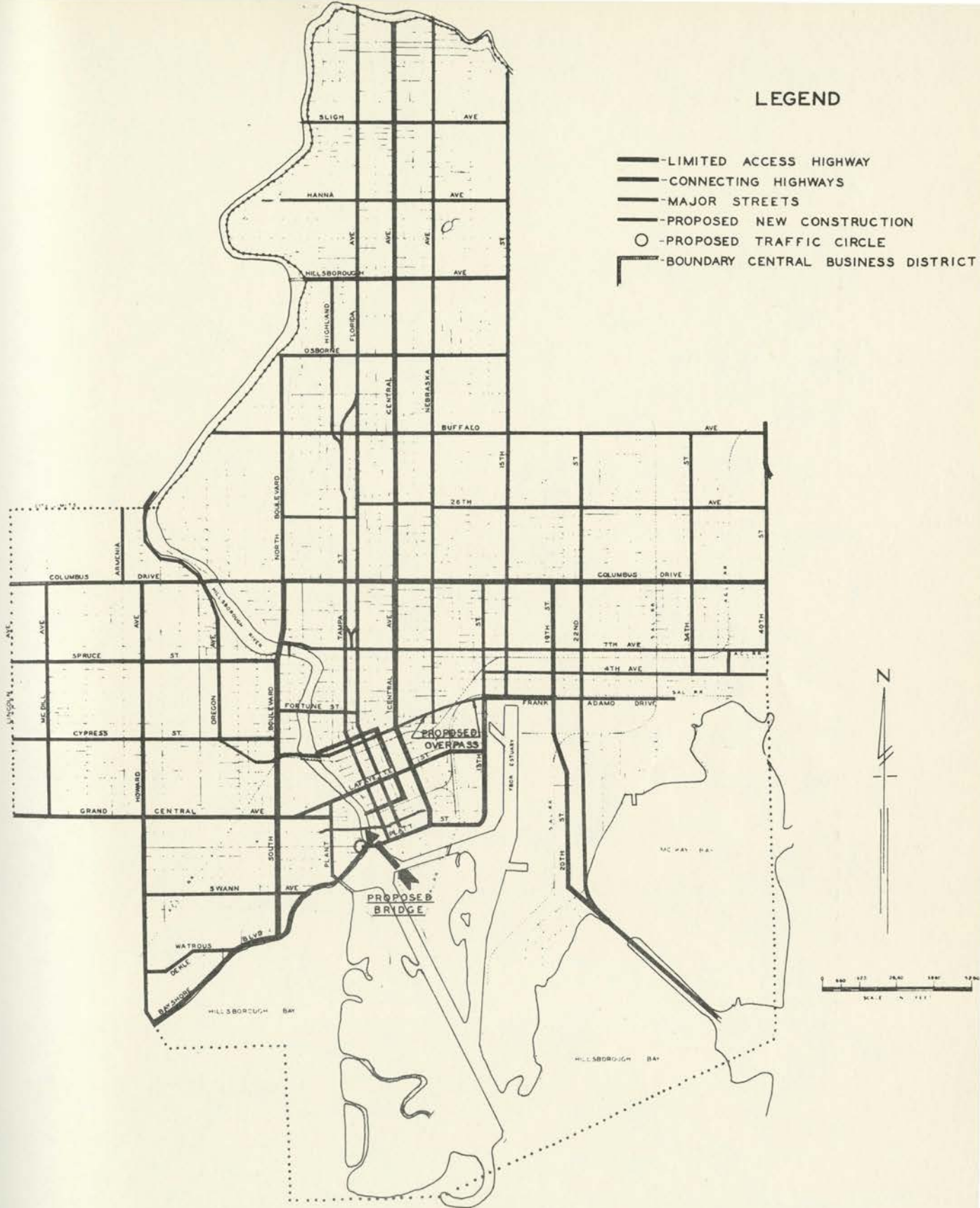


FIGURE 8

north of Hillsborough Avenue in the County. A parkway constructed pursuant to the plans of the Garden Clubs from Sulphur Springs to Columbus Drive would serve traffic needs and further, would accentuate the beauties of the river in an area not yet too heavily developed. South of Columbus Avenue the drive could utilize Oregon Street to Grand Central as suggested by the State Road Department in their plan.



MAJOR STREET PLAN INCLUDING LIMITED ACCESS HIGHWAY

SUGGESTIONS ON TRAFFIC MOVEMENTS

In March, 1951, a report of Traffic Flow and Parking in the Central Business District was presented. Since that time additional observations and studies have been made of traffic circulation generally thruout the area.

A study of the origin and destination data developed by the State Road Department shows that traffic converges on the central business district in two well defined patterns, one from the north and southwest and one of lesser but still considerable importance, from the east. 32.6% of the travel to, from and thru the central section originates on the southwest section. Altho there is a considerable indicated desire to travel between sections outside the central section, much of the traffic passes thru the central area to reach their respective destinations which emphasizes the desirability of improving well defined circumferential routes of travel around the central section and thereby relieve it of unnecessary traffic volume now passing thru it.

The principal volumes of traffic converging on the central district during a 24 hour day utilize a relatively few streets. Obviously all volumes of traffic from the west to east and vice versa thru the city and from the north are channeled across bridges. From the east, it is channeled thru Frank Adamo and Fourth Avenue principally. To expedite the latter flow, the extension of Adamo Drive has been referred to. From the north to south a limited access expressway along Central Avenue from the Hillsborough River to Platt Street (Figure 9) would expedite the movement of much local and thru traffic that now serves to congest the central area. As a part of this expressway, Columbus Drive should also be widened and improved to Boulevard.

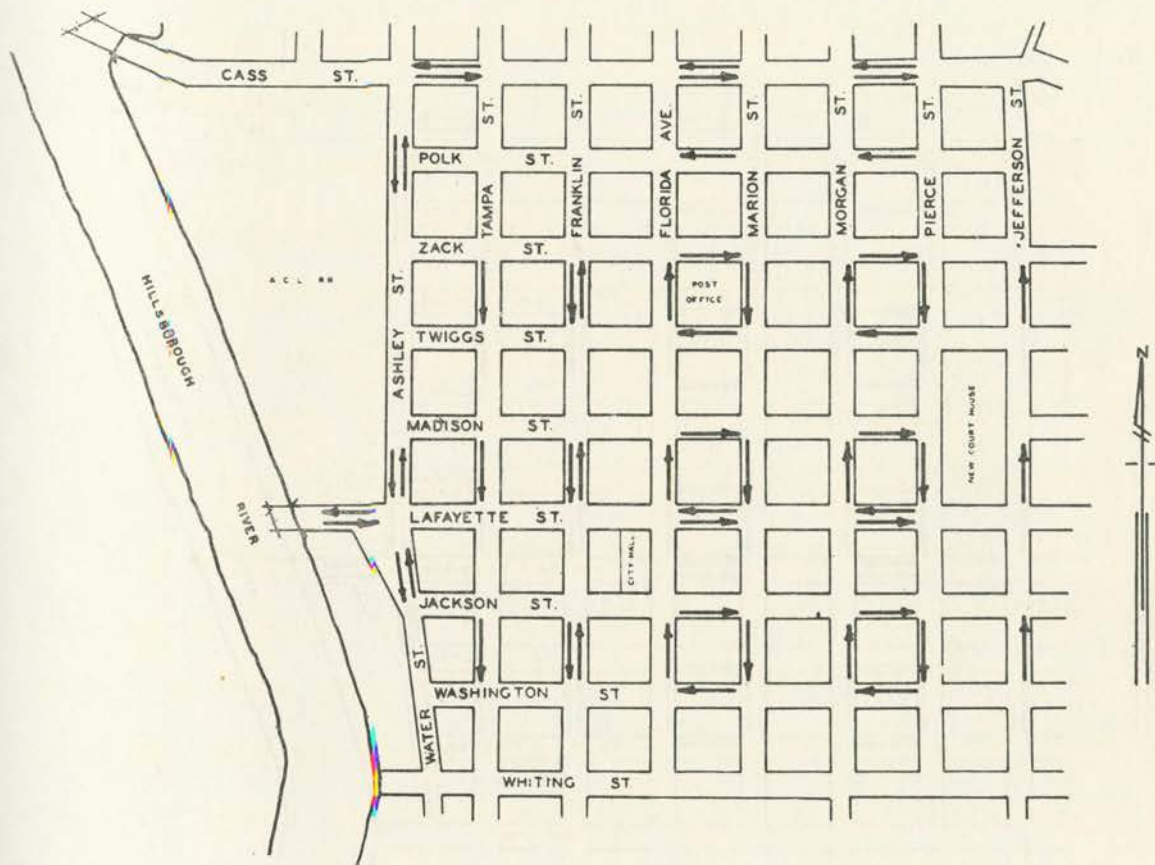
ONE WAY STREETS

Altho the roadways of the central district are of adequate widths to handle the current volumes of traffic, the time is at hand to consider the establishment of a system of one-way streets. For a number of years the Traffic Division of the Police Department has maintained well painted lanes on the down town streets, that have been very effective in promoting the maximum utilization of the roadway surface. Without these lanes, much confusion and congestion would have resulted.

But regardless of what may be done to by-pass traffic around the central district, the volume of traffic converging into the central district will continue to increase annually. As explained in the report of March, 1951, the automobile registrations in Hillsborough County increased 121% in the twenty years, 1930-1950, and in the area tributary to Tampa, 144% (exclusive of Hillsborough County). In the same period the persons per registered automobile declined from about 5.5 to 3.9 and the trend is approaching 3.5 which means virtually that for every new family added to the population another automobile is placed on the highway. By 1960 there will be, in all probability, 32,000 more automobiles registered in Hillsborough County alone, than in 1950, which added increment will be added to those on the streets now. Such projections predicated on conservative growth imply both traffic and parking problems which should be anticipated now.

One way streets are being adopted generally by cities thruout the country. No longer are they innovations or experiments. Both Jacksonville and Miami adopted the one way system some years ago and within the past six months, Orlando has instituted the one way system. New York, New Orleans and a number of the larger cities are using a combination of one way and two way streets

PROPOSED ONE-WAY STREET SYSTEM (CENTRAL BUSINESS DISTRICT)

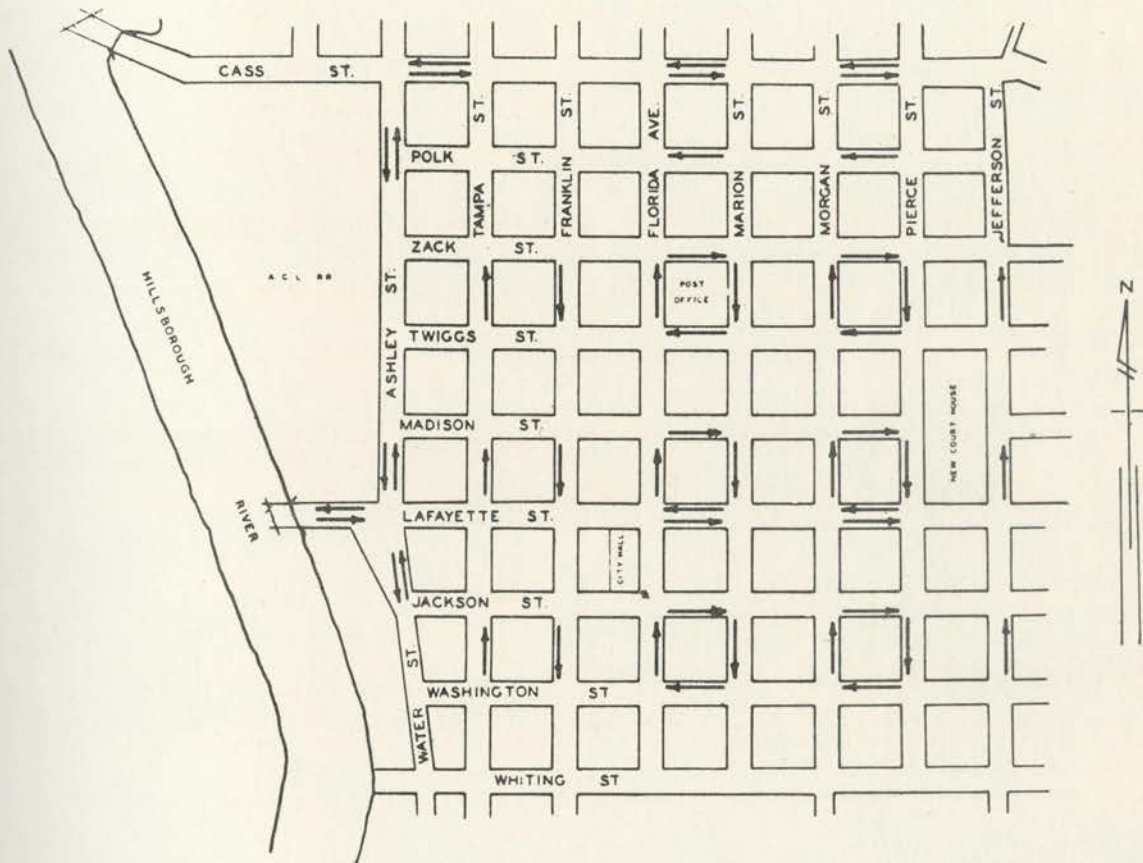


PLAN - I

GEORGE W. SIMONS JR.
PLANNING CONSULTANT
JACKSONVILLE FLORIDA

PROPOSED ONE-WAY STREET SYSTEM

(CENTRAL BUSINESS DISTRICT)



PLAN - 2

GEORGE W. SIMONS JR.
PLANNING CONSULTANT
JACKSONVILLE FLORIDA

and within the past sixty days Indianapolis adopted one way streets thruout its central district. The universal adoption of one way streets by cities thruout the country is teaching the driving public to be more conscious of them, thereby reducing the confusion caused earlier.

One way directional carrying capacities can be expected to increase the volumes as much or more than 50%. One way streets will also materially aid in expediting the movement of peak loads with less internal friction.

The one way system however should be considered from every angle before adoption. From studies of traffic flow in Tampa, particularly into and thru the central district, the following alternate plans are proposed for consideration:

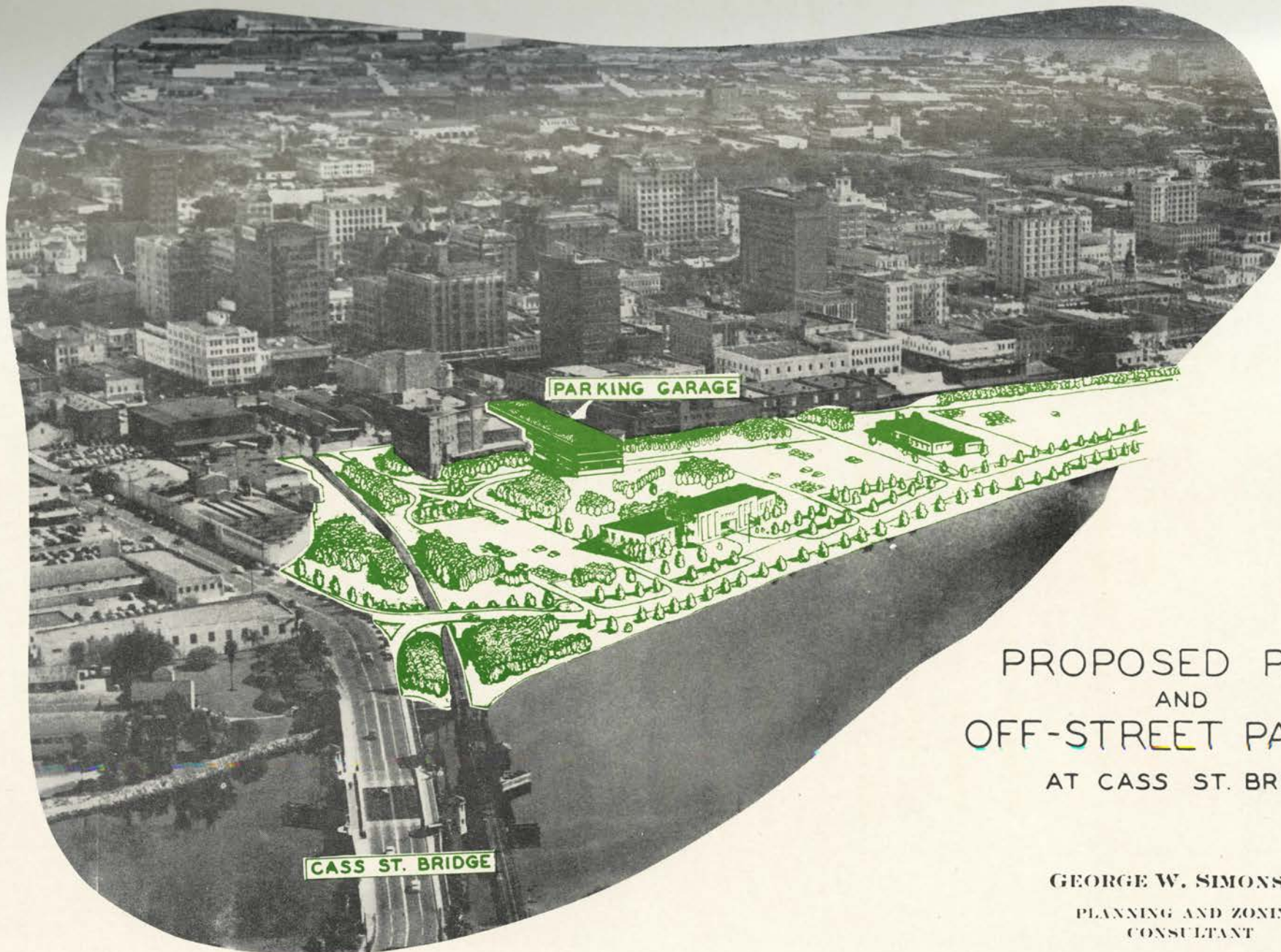
PLAN 1. Lafayette, Franklin, Water-Ashley and Cass Streets to remain as two way streets as at present. Florida Avenue, Morgan and Jefferson Streets to be used by northbound traffic; Tampa, Marion and Pierce Streets by southbound. Jackson, Madison and Zack Streets to be used by eastbound traffic; Washington, Twiggs and Polk Streets by westbound (Figure 10).

PLAN 2. Lafayette, Water-Ashley and Cass Streets to remain as two way streets as at present. Tampa, Florida Avenue, Morgan and Jefferson Streets to be used by northbound traffic; Franklin, Marion and Pierce Streets by southbound. The east and west streets to remain as under Plan 1 (Figure 11).

It will be noted the difference between the two plans lies in the directional flows on Tampa and Franklin Streets. If the connection between Florida Avenue and Tampa Street, north of Buffalo Avenue, is made Plan 1 would be the more acceptable but in the absence of such a connection, Plan 2 would be more advantageous. Southbound traffic on Florida Avenue, north of the point where one way traffic begins would be diverted to Franklin or

Tampa Street under Plan 1. Under Plan 2, it would be diverted to either Franklin or Marion Street and the latter would inject a left hand turn. Consequently the more acceptable plan depends on the connection between Florida Avenue and Tampa Street.

The zone or area in which one way traffic would be effective would be bounded on the north by Harrison and Tyler Streets except for the Florida Avenue movements and in this case the one way movement should extend north to at least Henderson. On the east Jefferson Street could be established as the line and on the south, Whiting Street. As a part of this plan to establish one way streets, Fortune Street should be widened between Morgan and Tampa Streets. But as stated above, the final determination of streets and the area in which to be applied should be evaluated before the plan is adopted.



PARKING GARAGE

CASS ST. BRIDGE

PROPOSED PARK
AND
OFF-STREET PARKING
AT CASS ST. BRIDGE

GEORGE W. SIMONS, JR.
PLANNING AND ZONING
CONSULTANT

PARKING

The recommendations made in the report of March, 1951, are still valid. The parking problem is still acute and will continue to become more so because the time is approaching when it will be necessary to remove parking privileges from some streets to gain roadway capacity. This is particularly true on Franklin, Lafayette and Cass Streets. Then within recent months the public has been deprived of more parking facilities to accommodate curb service for banks. For such service the banks should pay the public rent for the space their facilities have usurped.

In addition to the urgent parking requirements in the central area, attention should be given parking elsewhere in the city, especially in neighborhood shopping centers, multiple family districts and at places of assembly. In the future as shopping areas are established the businesses therein should be obliged to provide ample areas off-street for parking and in the older areas the merchants thru cooperative efforts should provide such facilities. Super markets, some stores and many restaurants have already recognized the value of such facilities and are providing them. In the future, however, no permits for commercial construction should be granted until some adequate provisions for parking based on acceptable standards, have been made. This applies also to places of assembly and apartment dwellings. Every apartment dwelling erected should provide enough space on the property to accommodate at least one car per dwelling unit. Providing parking areas for multiple dwellings is fundamentally the responsibility of the builder - not the public. Clubs, lodges and other places of assembly, even churches, should make provisions for parking, in future developments.

Following are standards generally accepted for "off street" parking facilities, adopted to a variety of land uses. One space is usually an area of 200 square feet.

Single family dwellings, one (1) space

Duplex dwellings, two (2) spaces

Multiple dwellings, One (1) space for each dwelling unit in
the structure

Lodging, rooming and boarding houses, one (1) space for each
five (5) guests accommodated

Tourist homes or guest houses, one (1) space for each room
rented to tourists or guests

Churches, one (1) space for each four (4) seats

Theatres, one (1) space for each ten (10) seats

Hotels, one (1) space for each four (4) rooms

Office Buildings, one (1) space for each 1,000 square feet
of gross floor area

Private Clubs or Lodges, one (1) space for each of not less
than fifty per cent of the active membership

Clinics (medical or dental), three (3) spaces for each doctor
or dentist

Hospitals, one (1) space for each six (6) beds plus one (1)
space for each visiting doctor

Auditoriums, one (1) space for each four (4) seats

Altho these standards are pretty well recognized as minimum, they should
be applied judiciously and as a guide principally.

DIAGONAL PARKING

In a number of blocks in the central business district diagonal parking has been permitted. Altho the driving public prefer diagonal to parallel parking, diagonal parking has its deficiencies. Not only does diagonal parking reduce the useable roadway width but the frequent backing from two sides of the street into the flowing channels enhances the probability of hazard and reduces an otherwise two lane channel into a one lane movement. So to utilize the existing roadway to its maximum capacity all diagonal parking should be discontinued.

TRAFFIC ADMINISTRATION

The problem of traffic movements and traffic regulation is one combining the qualities, experience and knowledge of the police officer, the engineer and educator. It is a problem requiring constant study and observation of an alert type. Conditions arising from time to time may necessitate experimentation to reach a satisfactory solution. Involved are the questions of police patrol of parked cars to insure the best use of metered spaces; the liberal use of paint for lane markings, directional instructions on the pavement and other directional markings and the proper timing of the traffic signals. The work involved is of such magnitude and nature that one police officer should be assigned to its many details on a full time basis, an officer conversant primarily with the various problems of traffic. It is recommended therefore that an experienced officer, working under the direction of the Mayor's office, be assigned to this particular task.

"OFF STREET" PARKING NEEDS

As emphasized in the report of March, 1951, "off street" parking sites should be evaluated and be acquired. It is noteworthy that one parking garage is now being constructed on Tampa Street, in a critical area, as a cooperative enterprise sponsored and financed by businesses in the area. This development however will not answer the full need especially as more curb spaces are removed from public use and diagonal parking is discontinued. Parking areas should be established at several spots but none too remote from the Franklin-Zack intersection. In the vicinity of the new Court House parking will become a most serious problem unless provisions are made for relief soon.

Land in areas where parking should be provided is not cheap but in all probability it is less expensive even at today's market than it will be in later years when commercial needs expand. As time progresses the problem within the core will become increasingly acute so boldness should characterize present action.

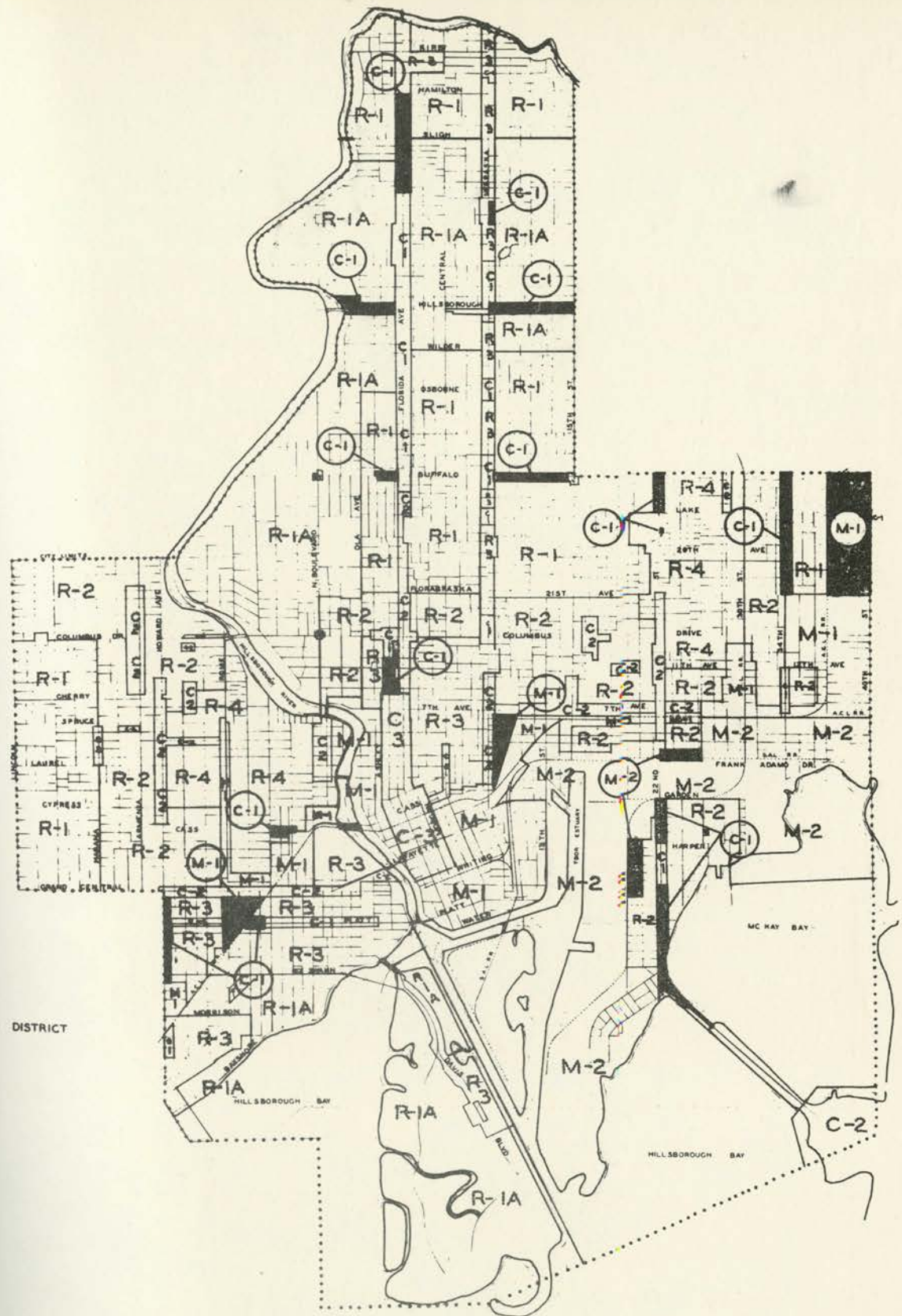
One cannot be too emphatic in stating that roadways are primarily channels of flow to be used by moving traffic and in their capacity when needed to the utmost must not be clogged or obstructed by stored cars for the want of parking spaces. Too many multiple family dwellings in the past have utilized most of the property for building, leaving the tenant to store his car in the street. This is not a function of the street.

LAND USE CONTROL BY ZONING

Another major undertaking incident to the preparation of the Master Plan of 1945 was the study of land and structure uses thruout the city. This entailed a review of the real property survey previously made by the W. P. A. and sponsored by the Housing Authority and the Zoning Commission. It also included a consideration of the basic land subdivision patterns, the distribution of residential, commercial and industrial land uses, the locations and influences of railroads, waterways, docks, principal highways, trends of building activity and changes in area characteristics being experienced. From the resultant studies a zoning plan with regulations pertinent thereto was prepared for review and consideration of the Zoning Commission, the public and finally by the Board of Representatives which body adopted the plan on February 8, 1944.

The zoning plan is only a component part of the overall Master Plan delineated for the city. It did however enable the city to regulate the future uses of land and structures and direct the growth and development of the city along orderly and secure lines. Prior to the adoption of the zoning ordinance no residential areas, except those covered by specific deed covenants, were protected against the invasion or encroachment of speculative business or industry. No residential owner knew for how long the character and integrity of his neighborhood would be preserved or maintained.

Prior to its adoption, the Zoning Commission sponsored a number of neighborhood hearings to familiarize the people in each with the scope and object of the regulations, and before its final adoption, the Board of Representatives held a final official hearing. So in the end, the plan adopted was in reality the plan of the people.



AMENDMENTS TO ZONING MAP SINCE 1944 REFLECTING EXPANSIONS OF AND CHANGES IN THE VARIOUS DISTRICTS

ADMINISTRATION OF THE ORDINANCE

By the provisions of the ordinance the Building Inspector was designated the Zoning Administrator. Before issuing a permit for building it is his responsibility to ascertain that the structure proposed conforms to the zoning requirements of the area or district in which it is located. The ordinance also provided for the appointment of a Board of Adjustment to consider cases of hardship and grant variances. This Board however does not have the power of amendment which is by ordinance, a prerogative of the Board of Representatives only. In its seven years of operation, the administrative officials and the Board of Adjustment have performed a very helpful and useful service. They have endeavored at all times to so operate the ordinance that justice would prevail.

Since its adoption in 1944, the text of the ordinance has been amended four (4) times by the Board of Representatives and the zoning map once - a total of five (5) amendments. These amendments are covered by Ordinances 1206 A (5-10-49); 1207 A (5-10-49); 1208 A (5-11-49); 1249 A (11-1-49) and 1266 A (1-31-50). The district boundary changes made in the map are shown in Exhibit B.

The ordinance, map and atlas sheets which are all one and the same, divides the city into ten (10) use districts of which two (2) are single family districts (R-1 A and R-1) differentiated primarily by the minimum amount of land required per family or dwelling unit; one (1) duplex or one and two family district; two (2) multiple family districts also differentiated primarily by minimum area requirements; three (3) commercial and two (2) industrial districts. The boundaries, extent and character of each district was determined following the various studies referred to in the first paragraph hereof. The prevailing

existing uses and subdivision practices in each of the districts and trends of development therein were factors influencing greatly the final zone classifications thruout the city.

BOARD OF ADJUSTMENT

The dynamic character of the growing city requires some degree of flexibility in the operation of the zoning plan. Much of this flexibility results from decisions of the Board of Adjustment which at its stated meetings receives and considers appeals from the decisions of the Building Inspector, after public hearings. Many of the appeals considered by the Board of Adjustment relate to minor matters with little effect on the plan as a whole but under the provisions of the ordinance require official determination and clearance for the direction of the Building Inspector.

To ascertain the operating experiences of the zoning ordinance, meetings have been held from time to time with the Zoning Commission, members of the Board of Adjustment and the Building Inspector. And in addition, the minutes of the Board of Adjustment from its inception have been reviewed and the decisions reached by them spotted on a map for analysis.

Considering the city as a whole and the fact that the zoning ordinance was only adopted in 1944, its operation has been quite satisfactory and the purpose for which it was adopted has been fulfilled. Obviously, thru a period of war and of intensive growth demands, it is not amazing to find that many variations were granted but on the other hand it is also gratifying to note that in the interim only five (5) major amendments were made by the Board of Representatives and these for the most part were beneficial. Because of this experience it is needless to say that residential areas generally benefitted from zoning. It is impossible to evaluate what might have happened during the same period had there been no zoning regulations. Only violations or variances ever receive public attention - little or nothing is heard of the hundreds of homes that were saved by the protective provisions of zoning but observation thruout the

city reveals that the character of development anticipated by zoning is being realized.

During the period 1944 to 1951, 965 variances came before and were granted by the Board of Adjustment of which 588 (61%) were in the R-2, R-3 and R-4 Districts and 311 (32%) in the R-1 A and R-1 Districts. The remainder were in the C-1, C-2 and M-1 Districts. At first glance the number of variances appears large but as stated before, the great majority were of a rather trivial nature.

Altho the geographical distribution of variances appears at first quite general, closer analysis reveals that a predominant number were located along such streets as Florida and Nebraska Avenues, Fifteenth and Twenty-Second Streets. They also clung closely to boundaries between zones or districts - so called border line cases. More variances were granted in Ybor City and West Tampa than elsewhere. The area south of Grand Central Avenue, except in the vicinity of Rome Avenue, Platt Street and the Atlantic Coast Line Railroad, is relatively free of variances as is also the greater part of Seminole Heights and Palmetto Beach.

The nature of the variances granted is interesting. More than half of those granted related to non-conforming uses. In some few cases non-conforming uses were permitted in districts from which such uses were excluded. And a number of existing non-conforming uses were permitted to expand contrary to the provisions of the ordinance and in some very few cases, new non-conforming uses were created. These variances raised the question as to how far the Board of Adjustment can go in granting variances.

The state enabling legislation defines the powers and duties of the Board of Adjustment. They can exercise a limited discretion within the framework of the national and state constitutions and the statutes of the state.

From judicial determination it would appear that Boards of Adjustment may only grant variance permits under the rule of "unnecessary hardship" where the environment of the area in question is such that its situation is exceptional. In the case of these non-conforming uses, conditions may have justified many of the Board's decisions but notwithstanding, it is questionable whether the Board had the authority to establish new non-conforming uses in a district regardless how ineffective such uses may have been on the plan as a whole. Such variances have the effect of changing the district classification and boundaries which are rights of the Board of Representatives only.

During the normal process of operation several questions have arisen as to interpretation. These have been considered with the Zoning Commission and the Building Inspector jointly.

As stated previously, the city is a dynamic living organism the requirements of which change from time to time. During the course of five or more years it is not improbable that even the provisions of a zoning ordinance and plan need revaluation and revision. No zoning plan can be considered a rigid, unchangeable pattern. Trends of growth and the demands of development frequently suggest modification or even change.

The ordinance as adopted in 1944 contained no "off-street" parking requirements for Multiple Family or Commercial Districts. Amendment 1206 A adopted May 10, 1949, made a start in this direction by requiring "off-street" parking spaces in the "vicinity of places of assembly in residential areas". These provisions should be made more comprehensive so as to include many of the provisions enumerated under the Parking Section of this report (Page 28). Such provisions should require that in all residential districts, but more particularly in the R-3 District, that one "off-street" parking space should be pro-

vided for each dwelling unit in the structure, such space to be located on the lot with the main structure or on land adjacent thereto.

Similarly in all Neighborhood Shopping districts (C-1) "off-street" parking facilities should be required of new construction. And in the central business district "off-street" or recessed "loading zones" should be required of businesses. Obviously none of these requirements are retroactive, applying only to new construction. Places of assembly, clubs, sports arenas, theatres, restaurants should also be required in the future to have "off-street" parking and loading facilities. These requirements as they relate to residential districts can be best incorporated in the zoning ordinance but as they relate to other diverse types of uses they can be best included in a separate "off-street" parking ordinance. In some cities all "off-street" parking requirements are included in the zoning ordinance whereas in others a separate ordinance is adopted.

The ordinance and zoning map show two Multiple Family Districts (R-3 and R-4). The "use" provisions of each are the same; their difference lies in the minimum area provisions per dwelling unit. The R-4 Districts are located only in two portions of the city, one in Ybor City between 22nd Street and 30th Street north of 11th Avenue and the second in West Tampa encompassed by a line following Rome Avenue, Beach Street, Howard Avenue, Cypress Street, Rome Avenue, North "A", Willow Avenue, Carmen Street, Cass Street and the river on the east. Within these two areas a considerable portion of the non-white population resides. In the West Tampa area is the Boulevard Homes Housing Project and the Trailer Park area and in the northern portion of the Ybor City district are being constructed some of the additional non-white public housing. Because of these expanded public housing activities and the

trends of development west of the river further, because of the future possibilities of urban redevelopment in both these areas, it is strongly recommended that the current R-4 Districts be changed to R-3 and thereby eliminate one district. R-3 is less conducive to crowding of the land and more consistent with development trends in the respective sections of the city. It is further recommended that the areas in which Ponce de Leon Homes and its extension are located be changed from its present classification, R-1, to R-3. The R-3 zone would then extend northerly from Florabraska and westerly from 21st Street. Similarly the area surrounding the new Robles Park Housing Project should be changed from R-1 to R-3.

Consideration should be given also to the change of the M-1 District between Ashley Street and the river, north of Cass Street, to C-3 which includes the same uses as M-1 but is a little more restrictive in other provisions. This area may become another redevelopment possibility.

The following three changes in the map are also recommended for consideration. (1) Change the small R-2 area east of 34th Street between 12th Avenue and Broadway to M-1, (2) change the R-2 area between the railroads, between 15th and 22nd Streets to M-1 and (3) change the R-2 area between the railroads and between First and Fifth Avenue to M-1. These changes will broaden the industrial base and discourage additional housing therein.

Consideration should also be given to the following changes in the text of the ordinance. In Sections XII, XIII and XIV, those paragraphs relating to "corner lots" just prior to the caption "Lot Area Per Family" be changed to read:

- (1) If corner lot is parallel to the adjoining lot, side yard on street side shall be not less than ten 10) feet.

- (2) If corner lot is at right angles to lots in the same block on that street, side yard on the street side shall be the same as front yard.

It is further suggested that in the "Definitions" (Section I) the following be included: "For a corner lot, that side of the lot toward which the building faces, is the front of the lot".

These several suggestions should be referred to the Zoning Commission for their consideration after which formal recommendations can be made by them to the Board of Representatives.

Within the past two years zoning has been extended by the Board of County Commissioners into the areas contiguous to the city thereby extending the pattern established by the City into the outer areas of the metropolitan district.

PARKS - PLAYGROUND - RECREATION

Parks, plazas and recreation facilities have an increasingly important place in the pattern of neighborhood development in the growing city. Around them revolve the life and interests of those living in the neighborhood, youth and adult alike. Unless the needs of these various facilities are anticipated in advance it is difficult and often impossible to acquire adequate lands for them later.

The report of February, 1945, included an exhaustive analysis of the park and recreation facilities of Tampa. There was a complete inventory of the various areas, their sizes, locations and equipment also a report on the extent of their uses with recommendations for extensions.

The various neighborhoods of Tampa are well delineated and identified by their respective neighborhood park, recreation areas and school sites. Many of the neighborhood areas are already equipped with community buildings and other facilities (Diagram C).

In the period since 1945 six (6) additions have been made to the recreational system, three of which were formerly U. S. O. Service Clubs. These are Anderson Youth Center in Hyde Park, the North Boulevard Recreation Center, and the Negro Recreation Center on Harrison Street, the Clearfield Playground north of Woodlawn Cemetery, a playground at Twelfth and Giddens Street and currently under construction, the Riverside Playground at Spruce and North Boulevard. These various developments augment greatly the facilities of the city, serving areas particularly in need.

The developed areas adjoining but contiguous to the city are posing problems in recreation. Many children, teen-agers and adults from these peripheral areas are using recreation facilities within the city, which if

continued will deprive city dwellers of facilities. It has been estimated that about forty (40) per cent of the people using the Davis Island Pool come from the areas outside the city. In these rapidly developing outer areas few if any provisions are being made for neighborhood or area recreation except at schools. Even tho the problems of these outer areas are of no primary concern of the city they should receive some consideration. If all the lands are fully developed and no provisions are made for parks or recreation, problems of land acquisition at great costs will confront the city subsequently if and when these areas are brought into the city.

Because of the intimate relationship existing between the city and the peripheral areas some sort of agency should be established whereby the recreation needs of both areas could be correlated and satisfied as they arise. It is urgently suggested that representatives of the city and county areas adjacent to the city, explore the possibilities of creating a Parks and Recreation Authority by legislative act which Authority could direct and operate the recreation and parks program of city and adjoining areas. Such an Authority could be endowed with powers to survey and establish needs predicated on growth and development, could acquire and even condemn lands for recreational purposes, could establish fees for the various uses and services and undertake the operation and direction of all facilities inside and outside the city.

A combination river front park and parking area between the Lafayette and Cass Street bridges west of the Ashley Street businesses, could be advantageously developed when that property can be made available. A similar treatment could be applied to the river front area north of Cass Street. In these areas additional parking facilities could be provided as well as added

recreation facilities for adults, near the center of the city. A park area on the east bank of the river would add to the beauty already provided by Plant Park (University of Tampa campus) on the west side of the river.

Since 1945, the Campbell Causeway has been greatly improved for recreational uses. The many shelters and ovens that have been established here by the state are commendable living demonstration of what such facilities mean to so many people in the community. In this particular section thousands of people annually find relaxation, pleasure and recreation and observation discloses that many of the adults and their children come from the least privileged areas of Tampa.

For some time much interest has been manifested in a large, multi-service Sports Center to be located in the vicinity of Tampa Bay and Columbus Drive. Such a Sports Center of sufficient area, properly designed and developed would serve many useful purposes. It could develop into one of the greatest attractions of Florida. In it could be established a bowl for games, fiestas and pageants; it could become the center of the Gasparilla Carnival.

As a part of its enlarged regional recreation program, a municipal golf course should be included. Possibly in this connection the Rocky Point course should be restored.

While these larger facilities are desirable and commendable in the broader community program, sight should never be taken from the ever crying demand for improved recreation facilities and services in the more congested, less privileged areas of the city. In the past the city has done well in providing such facilities as one finds at Cascaden Park in Ybor City, but more of such developments are needed. Small playgrounds to serve the needs of small children in the crowded areas will pay for themselves in the lessening of delinquency and crime.

A negro swimming pool and park will help greatly. The development of the negro park at 30th Street and the river is commendable.

It is recommended that the area between Boulevard Homes and the river be converted into a park and recreation area for that section.

Diagram C shows the location of the various recreation facilities and parks of the city in relation to the schools and various neighborhoods into which the city is divided.

PUBLIC BUILDINGS

In the growing city, strategically located within a region, serious and mature consideration should be given to the increasing needs and location of Public Buildings wherein the various related functions of government are carried on. All levels of government, Federal, State, County and City, have facilities in Tampa but most of them are outmoded and inadequate to serve their needs. And too, some are poorly located. Federal and State agencies in particular are obliged to seek space in private office buildings. Altho a new Court House is being erected, which in itself seems adequate, no space was provided for adequate parking or for landscaping.

The present City Hall and Federal Building in the central business district have either reached their capacities or are rapidly approaching that time. The State Board of Health Laboratories at Florida and Constance Streets are crowded. The Public Library on Oak Street has not only outgrown its usefulness but its location is poor to provide the services required of it. Branch libraries likewise are inadequate. The Auditorium adjacent to Tampa University has its limitations and is greatly handicapped by a lack of parking. All streets accessible to the Auditorium are narrow, and easily congested. All of these structures, products of an earlier day, did not anticipate the growth and development that has come to Tampa, and the Tampa region. Therefore in contemplating the future needs of the city, thought should be given to the adequacy and location of these respective governmental functions.

Because of the relationship that exists between the various governmental functions, it is advantageous to group such facilities together, if possible, not within the center of the city but at some point surrounding but easily accessible to the central district. In the Plan of 1945, the "Scrub" area was

proposed as a logical site for the ultimate grouping of public buildings. Its location in the geographical and population center and its accessibility to all sections were factors in its selection. Slum clearance was also a prominent factor. Since that time however the Court House site was selected elsewhere and plans are being made to utilize the "Scrub" area for other purposes.

With the elimination of the "Scrub" as a Civic Center, attention should now be directed to other sites. The river front site between the Lafayette and Cass Street bridges still stands out as one of the most acceptable sites in which some public buildings can be located. North of the Cass Street bridge is also an acceptable river front area. These areas are sufficiently large to provide ample space for both beautification and parking facilities. Because of the nature of their businesses however not all public buildings could be located in either of these river front areas. The Post Office or Federal Building would still have to be central but an Auditorium could be located on the river either north or south of Cass Street.

As a cultural center, Tampa needs an Art Center or Museum where the collections of art now crowded into rooms of Tampa University, could be properly displayed. Such a cultural center could be provided with a small auditorium for lectures, exhibit rooms and an arts library. Such a facility might well be considered in connection with a new central Library.

These various matters are emphasized here primarily to focus public attention on such needs. The growth of Tampa will not cease and the greater the growth, the greater the needs. Not only must Tampa provide adequately for its physical growth with streets, sewers and water but it must provide adequately for its cultural growth and beauty. Libraries, art galleries, assembly places

and beautiful spacious settings are as essential to the living and welfare of the community as are factories and stores.

TRANSPORTATION

The distribution and types of land uses and the various facilities that make up the physical pattern of the city are dependent to no small degree upon the methods of transportation available to the city. Transportation also influences the economy of the city and often determines its character and quality. Many cities owe their very existence and growth to transportation. The entry of rail lines and water terminals in pioneering days established land areas suitable for commercial and industrial development and by indirection established the trends of residential development.

Altho railroads and water facilities were pioneers in the early days of growth and development, they have been augmented now by air lines and highway truck lines which have given rise to a problem of coordination. The rail and water lines, with their respective terminal facilities, have been fixed and well correlated for years but little has been done to coordinate the terminal facilities of the truck and air lines with those of the rail and water lines.

Transportation (rail, water, highway and air) will continue to be a factor of increasing importance in the future growth of Tampa and its environs. Increased production and processing in the tributary area of Tampa, an enlarged industrial and commercial economy in Tampa and an improved economy generally thruout the region all reflect the need of an improved and more efficiently coordinated transportation system in the future plans of the city.

In one respect the city is very fortunate. The principal activities of the trunk line railroads (Atlantic Coast Line and Seaboard Railway) and water terminals are concentrated in the southeast quadrant of the city which for many years has been identified with its major industrial-commercial growth. Occupying a central and dominant position in this area is the Estuary created

some years ago and around which much of the water commerce revolves. All properties surrounding the Estuary as well as all other major water front properties are accessible to lines of one or the other railroad.

The two trunk line railroads enter Tampa from the east in parallel lines which lends itself favorably to future industrial development in the easterly and southeasterly portions of the city. The value of this area as a collection and classification yard and as a site for its shops was recognized not too many years ago by the Atlantic Coast Line, at Uceta. That this southeast quadrant is an area of increasing important industrially one need only observe the developments that have gone into it in recent years. The industrial area currently extends southerly on the east side of the Estuary and Bay to Gibsonton. On the west side of the Bay at Port Tampa the principal port activities now relate to petroleum, the railroad having moved its shops formerly there, to Uceta. This southwest area is becoming more and more undesirable for industry because of its proximity to MacDill Field and the enlarging residential areas of Tampa that have been extending south and southwest in the Inter-Bay region.

Three other industrial areas are located elsewhere in Tampa as a result of rail extensions, one along the river front between the LaFayette and Cass Street bridges, another along Rome Avenue north to Columbus Drive and in the Dobeyville area and the third follows the lines of the Seaboard and Coast Line northerly on the east side of the city. The second area has influenced the pattern of development on the west side of the river and it together with the petroleum activity at Port Tampa and the freight terminals on the river are responsible for the undesirable rail activity on Polk Street thru the heart of the city.

The freight terminals of the Coast Line on the east side of the river between LaFayette and Cass Street are remnants of a horse and buggy era when the delivery of freight was dependent on horse drawn drays. A casual inspection discloses that the primary function of this area for freight handling has been greatly reduced over the years. Currently much of the central freight structure is devoted to industry not associated with freight handling. As a matter of fact much of the product of this area is dispatched by highway truck. Most of the truckage in the area is either unused or used for storage. One or two tracks nearest Ashley Street are sidings to serve warehouses having their frontages on Ashley Street. This facility in a day of the motor truck is obsolete for its original purpose.

Trucking freight lines are fast establishing termini for the loading and unloading of freight and in some instances, terminals have already been established in the southeast quadrant. In the future the need for trucking terminals will become increasingly greater, and at that time the city should strive to have all such terminals located in or near the southeast industrial quadrant where they can be easily reached by highways with a minimum of travel thru the city. Whereas the amount of freight interchange between rail and truck lines may be unimportant, the interchange between water terminals and truck lines could be an item of considerable concern. In the area south of LaFayette Street, east of Central Avenue or Pierce Street, truck terminals could be established, also in the area east of Maryland Avenue north of the railroad property.

The Air Port terminal is quite conveniently accessible with ample grounds for the development of needed termini for express and freight. The Air Port is also conveniently accessible to highways leading to the

central city and hotels and to the industrial southeast quadrant without invading the central area.

The railroad passenger and express terminal at Twiggs, Cass and Nebraska Avenue is centrally located to serve the city as a whole. In the future of Tampa however, the function of this facility could well be expanded to include a bus terminal. Currently there is an interchange between rail and bus passengers destined to certain points south of Tampa which reflects the desirability of coordination. The bus terminal now centrally located at Twiggs and Main Street has long been outmoded when compared with modern terminal facilities elsewhere in the south. The station does everything but reflect credit on the city it serves. A joint terminal facility for the use of bus and rail lines could well be established at the site of the present rail passenger station, from which air line passengers could also be serviced.

Finally, in the reorganization of the various transportation facilities in the future pattern of Tampa, some thought should be directed toward a coordination of rail facilities especially as they relate to interchanges and handling of freight. Some properties are now accessible to the Seaboard, others solely to the Coast Line and interchange is expensive and some times difficult. The routings of the two rail lines into Tampa and the relative locations of the properties and businesses they serve lend themselves to the creation of a Tampa Union Terminal facility or belt line. From a given point east of the city the two rail lines could be merged into a joint operation owned and operated by them. This is not a new idea but it is one that could well be explored by the Chamber of Commerce and the City. As part of such operation a large, spacious joint freight receiving and transmitting station,

with adequate circulation facilities for movement and parking should be established in the Cary section or east thereof, to replace the present outmoded stations of both lines located within the central city and contributing appreciably to the present traffic congestion therein. In this day of the truck instead of dray, these stations need not be located in the center of town. They could be replaced advantageously with other uses more consistent with the growth and needs of the central area.

The freight yard property between the LaFayette and Cass Street bridges could be converted into a water front park and civic center and a portion of it be utilized as a central "off street" parking area. The tax return from this large area today is not commensurate to the value of this area to the city in its future development, especially in view of the fact that in the not too distant future the only open breathing place in the central area - the old Court House site - will be gone as a public area.

Ultimately the Polk Street and Port Tampa lines will become historical memories. All over America railroads are discontinuing poor revenue producers. In Florida, railroads have reduced service, discontinued lines and in some cases torn up the lines. So ultimately, the Polk Street and Port Tampa line will pass away. With the abandonment of the Port Tampa line the right-of-way should be converted to a super highway to the southwest area - a suggestion made in the earlier plan and one visualized by many Tampons.

In contemplating a plan of future development for a city one must first realize that the city is a dynamic organism in a constant state of change and secondly, that plans are made primarily to guide future growth and development. Twenty-five, or even fifty years, is a brief period in the historical life of a community. In that period of time many opportunities

arise to effectuate objectives once the idea has been presented and nurtured. The ideas proposed here may be the source of ridicule today; they will be called visionary by some but they are only visionary or unrealistic when one is ready to admit that Tampa will grow no more. In twenty-five to fifty years Tampa will be the principal center of one of the best populated, most productive areas in the south and few will admit that the inadequacies and obsolescence of today will be sufficient for that day. These ideas anticipate the needs of that day for which preparation need be made now.

HOUSING - NEIGHBORHOODS - REDEVELOPMENT

In projecting plans to guide the orderly development of a community, its physical needs must be related to its human needs. Plans should endeavor to guide new growth in fringe and peripheral areas and also, growth inside the city. And in addition, they should anticipate the rebuilding of blighted and obsolete slum areas. People congregate and live in the community primarily because of the work they are engaged in and, because of the diversity of advantages and facilities the city provides. People desire to be not only easily accessible to their places of employment but want to be near schools, churches, recreation areas and parks in areas provided with such public utilities and services as water, sewerage and refuse collection, fire and police protection. Because of the planlessness of most communities and the lack of regulation during their early years of rapid growth, cities now find themselves faced with many problems among them one of housing and redevelopment.

Housing the people adequately in structures conducive to good living and the production of good homes and the creation of good liveable, self-contained neighborhoods is one of the objects of planning. The home is the unit of civilization from which spring all those influences which impart character to society. Nearly thirty (30) per cent of the corporate area is devoted to thousands of dwelling units, the number of which is increasing daily.

As the city grew from a small central nucleus, subdivision by subdivision, a succession of residential or dwelling areas were established. As the requirements of commerce and industry necessitated expansion, many of the older residential structures succumbed to progress, the people moving to new and more remote sections. In the course of expansion that continued

however, more and more people moved out leaving the older sections to the forces of blight and deterioration. These successive movements have resulted in large areas of blighted properties surrounding the central business district some of which are being absorbed gradually by commercial venture but others, in a state of uncertainty and transition, are occupied by deteriorated and often substandard dwelling structures. Thus there are found large areas of poor housing, even slums, also areas in a state of transition from single family to multiple family structures and finally areas of good standard housing. The resultant picture is a challenge to the processes of redevelopment, to restore the large run down depreciated areas to the arena of greater usefulness and stability in the over-all pattern of the growing city.

In 1940 there were 31,294 dwelling units in the city of Tampa in various states of repair and condition. Figures for 1950 are not yet available but obviously the number is much greater now. In 1940, thirty-five (35) per cent of all dwelling units were owner occupied and sixty (60) per cent tenant occupied. Forty-six (46) per cent of all dwelling units included in the 1940 survey were built during the period 1920-1929 and forty-three (43) per cent in the period 1900-1919. In other words eighty-nine (89) per cent were built since 1900. Seventy (70) per cent of all dwelling units were of the single family structure type. The occupancy of all dwelling units was divided, seventy-nine (79) per cent white and twenty-one (21) per cent non-white. Altho these figures are taken from the reports and surveys of 1940, it is doubtful if the ratios changed greatly in the period of 1940-1950.

In 1950, the Housing Authority of Tampa made a survey of substandard housing in the city - including those blocks which were fifty (50) per cent or more substandard according to the 1940 census. The survey technics

HOUSING AREAS
PREDOMINANTLY SUBSTANDARD

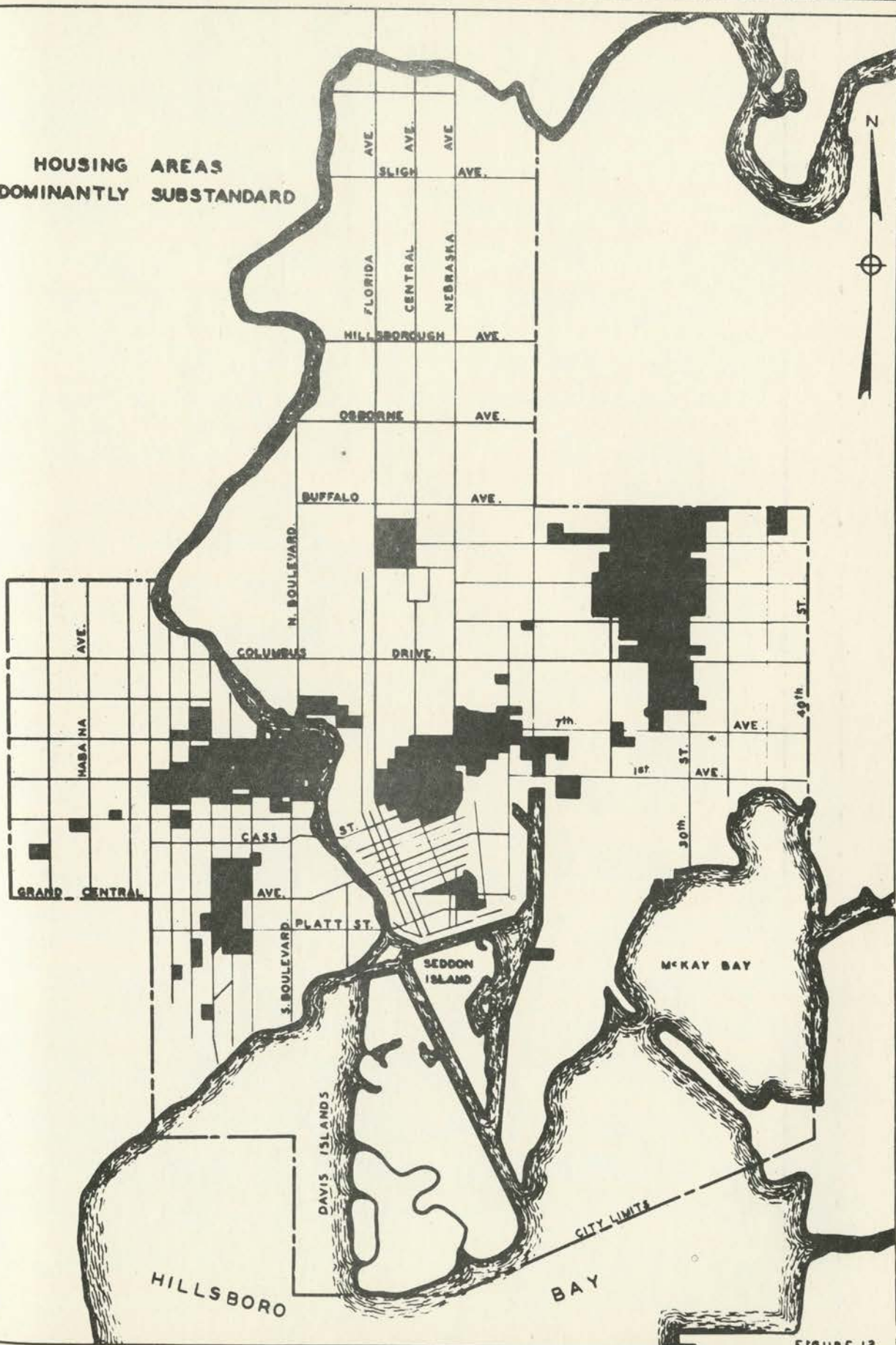


FIGURE 12

employed in the 1950 survey were more refined and rigid than those of 1940 with the result that the actual number of substandard dwelling units shown by the 1950 study was somewhat less than the number indicated by the 1940 census. Field inspection of properties in many blocks classified in 1940 as "needing major repairs or lacking bath" revealed that they were in good condition in 1950.

The surveys of both 1940 and 1950 showed that the preponderance of substandard housing was located in the four areas known locally as the "Scrub", Robles Park non-white area, Dobyville and an area in the northeast section of the city in the vicinity of the College Park Housing Project. Surrounding these several areas however are conditions that should also receive attention. This is particularly true to the east and west of the "Scrub". In a large part of Ybor City located east of Nebraska Avenue much of the housing is inferior with a density of structures conducive to crowding. Another crowded and inferior area is found between Tampa Street and the river, north of Cass Street (Figure 12).

In addition to these areas of inferior housing, there are several transition areas wherein single family structures are giving way to multiple family development and even to commercial expansion. One of the areas of the latter class is located south of Twiggs Street and east of Morgan, which is fast becoming commercialized. The old Hyde Park and Tampa Heights sections on the other hand are being converted gradually into multiple family sections. As stated elsewhere, much of the new residential growth has been outside the city to the south and west but notwithstanding this trend there has been a wholesome growth in the Seminole Heights area.

The over-all plan of Tampa as envisioned in 1941-1945 and as now reviewed, is predicated on the preservation and stabilization of neighborhoods, each more or less self-contained. Major streets previously recommended have a definite role in this program, also zoning. The zoning plan seeks to preserve the value and integrity of the various residential neighborhoods. Parks and schools are also established to further the plan.

Currently, under Title I of the Housing Act of 1949 the Housing Authority of Tampa in conjunction with the City, is making a study of and plans for the reconstruction of the "Scrub" area lying north of Cass Street, between Central and Maryland Avenues, one of the worse slum areas in the city. This area of some 4,000 people, located virtually in the center of the city, is an economic burden to all the taxpayers in that it costs more in crime and service charges it returns to the city in taxes. The reconstruction of the area for improved living and additional commercial and industrial enterprise will remove one of the most insidious and cancerous infections in the city. Once that area has been redeveloped, additional projects can be delineated to the east and west thereof, which in the course of time will go far towards the reconstruction of the old city. The Adamo Drive overpass referred to previously will become a part of this "Scrub" redevelopment project. Other areas that should be considered subsequently for redevelopment are Dobyville and portions of Ybor City.

The Housing Authority of Tampa has made great and commendable strides in providing adequate and standard housing for low income families. Currently, new projects are being constructed and extensive additions are being made to the existing projects. Riverview, Ponce de Leon Homes, College Park and

Boulevard Homes are fine examples of what can be done to improve living conditions and build liveable neighborhoods. For their farsightedness and courage the Housing Authority and City are to be commended.

Homes, it must be emphasized again, contribute to the good quality of the community. So in anticipating the needs of future growth, all plans should seek to improve and stabilize the character and quality of home areas and their environments. Neighborhoods should be preserved and improved and old depreciated areas be reconstructed to serve their best uses consistent with the general plan of development. Only by following such a sound course will order replace confusion and chaos and values be restored to the tax roll.

YBOR CITY REDEVELOPMENT

Redevelopment can be a great factor in readjusting and remolding cities to meet more effectively the requirements of a modern day. In our efforts however to focus attention on some of the most urgent and immediate needs such as the reclamation of the "Scrub" area, we are inclined to ignore or become indifferent to the improvement and ultimate redevelopment of other sections wherein blight and obsolescence are also deteriorating factors. And too, in our determination to modernize and functionalize, we are too often oblivious to an heritage from the historical past. Ybor City is a case at point.

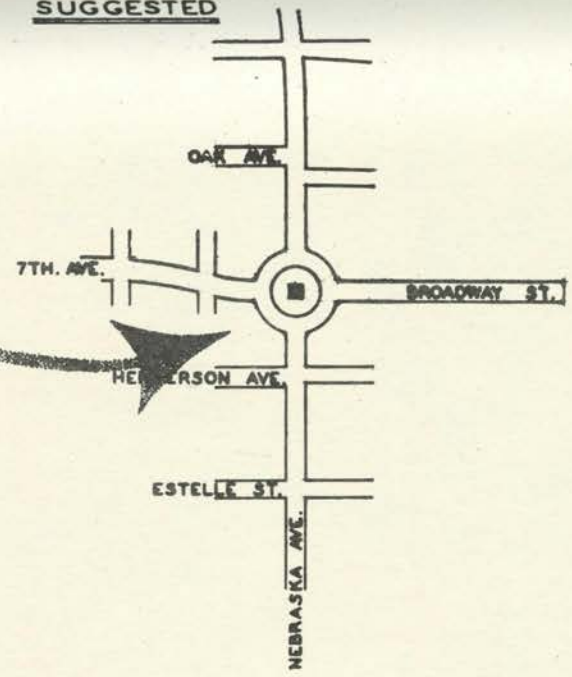
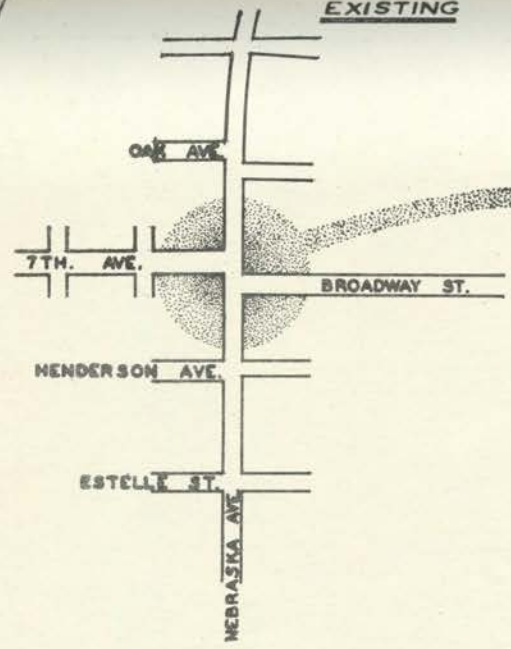
Ybor City is unique and distinctive - one of the few spots in America where the flavor and traditions of old Spain and the Mediterranean still linger. It is one of those communities that contributes appreciably to the character, importance and colorfulness of the city of which it is a part - comparable to the Vieux Carre of New Orleans. Generally, it is that area east of Nebraska Avenue, north of the Seaboard Railroad and Adamo Drive.

For more than twenty years the leaders among the Latin colony of Ybor City have endeavored to arouse an interest in the reclamation and restoration of the area but with little success. During the early part of 1951, Mayor Hixon appointed a committee of citizens to study the possibilities of Ybor City with the idea of preserving its rapidly disappearing charms. The appointment of this committee is a good beginning toward the redevelopment of an area that needs attention.

Much of Ybor City lies in an area of substandard and depreciated housing. Not all is poor but much of it is. Much of the area adjacent to and between

EXISTING

SUGGESTED



SUGGESTED
MARTI CIRCLE

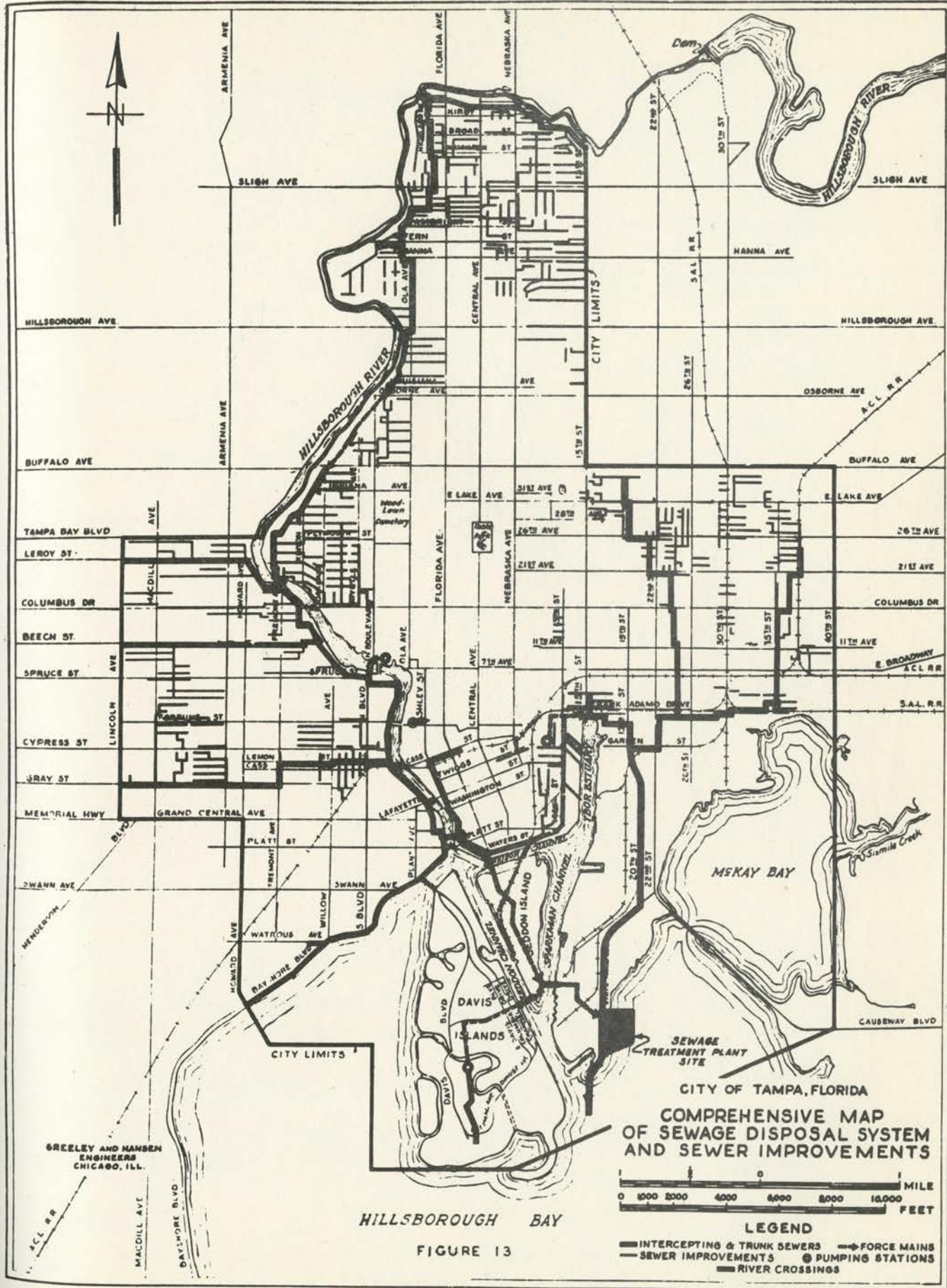


the railroads is being absorbed increasingly by industry and wholesale business. The central thoroughfare of Ybor City is Broadway and located throughout the area are a number of cigar factories.

Because of its large Latin-American population Ybor City should become a Latin-American trade and cultural center. Any plans for its redevelopment should preserve those structures, monuments and institutions that have a historical significance. At the entrance to Ybor City, in the vicinity of Nebraska Avenue and Broadway an imposing plaza could be well provided with its gardens and fountains, around which a Pan-American trade mart and cultural center could be established.

Different people who have been thinking about the restoration and rehabilitation of Ybor City have different and diverse ideas of what should be done and how. So one of the first steps in the program should be an inventory of those monuments, structures or other features having a special historical significance. Secondly, thought should be devoted to an overall plan of redevelopment that will utilize lands and structures to best advantage.

There are certain structures and buildings meriting preservation because of historical value. These structures should be correlated to the various Latin Clubs and recreation areas such as Cuscaden Park. Broadway or Seventh Avenue as the principal axis thru Ybor City - east and west - should be redeveloped or rebuilt along architecturally correct and harmonious lines consistent with the Latin motif. Attempts at modern treatment along Broadway today should be discouraged. A committee of architects should be designated to guide architectural patterns along Broadway. A park or plaza in the vicinity of the intersection of Broadway and Nebraska Avenues could constitute the front gate so to speak. Much of the area south of the Atlantic Coast Line should be reserved for industrial development and dwellings be gradually removed from this section.

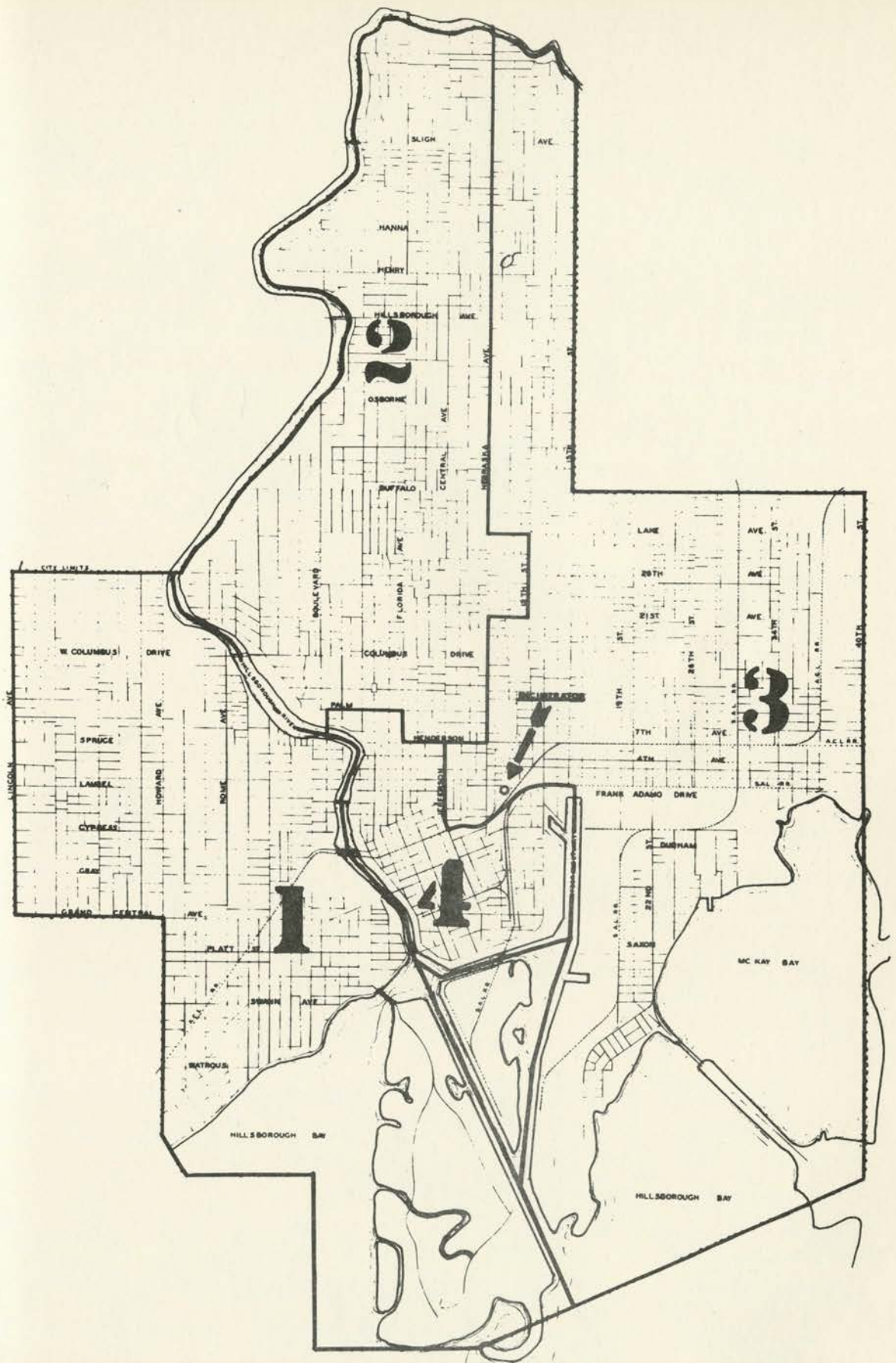


SEWERAGE AND SEWAGE DISPOSAL
REFUSE COLLECTION AND DISPOSAL
WATER SUPPLY

Plans for the extension and improvement of utilities must be predicated on the rate of community growth, its distribution, trend of movement and type. In establishing a pattern of land uses with its allowable densities of population, the zoning plan enables the engineer to design the major components of his respective utility systems. Knowing what may be anticipated the act of providing is simplified.

Since 1945 the city has been engaged in the planning and installation of a comprehensive sewerage and sewage disposal system - the actual realization of one of the greatest and most extensive structural projects ever undertaken by the city. The master sewer system as projected anticipates conditions thru the year 2,000 and the sewage treatment plant thru 1970. It not only rehabilitates the existing collection system but eliminates the further disposal of raw sewage into the river, McKay and Hillsborough Bays and further, eliminates several old inadequate and obsolete disposal units and establishes in lieu thereof a new and adequate treatment plant at Hooker's Point (Figure 13). The system is designed with capacity to serve suburban developments as and when constituted into a Sanitary District pursuant to enabling legislation.

The Water Department has likewise been engaged in a program of extension and enlargement since 1945. In 1946 the old Tampa Electric Dam on the Hillsborough River was rebuilt and the mechanical equipment at the Filtration Plant was improved. During 1948-1949 additional improvements were made at the Filtration Plant. In May, 1950, a new 24 inch supply line was extended into the West Tampa section. In the five year period some 230 miles of mains and



REFUSE COLLECTION DISTRICTS SANITATION DEPARTMENT

1951

laterals were installed, a great portion of which serves the rapidly developing Inter-Bay section.

The city is to be commended for their alertness and progressiveness in providing for these great and important utility needs. Because of the foresight used in design the future needs of Tampa will be well cared for.

Altho the collection of refuse and its disposal is primarily a problem of day to day administration, some comments pertinent to it can be included here, especially as it relates to disposal. The service comes under the direction of the Sanitation Department.

Obviously in a growing community the demands for service too often exceed the ability of the department to provide the kind of service it would like to give. Whereas the Department operated 44 trucks in 1944, they now operate more than 50 because of the increased production of wastes. To give an effective service the city is divided into four (4) collection districts as indicated in Figure 14, each extending from the central incinerator site at Maryland Avenue and India Street. Two separate collections are made, one of rubbish and trash and one of garbage. Two collections are made weekly in residential districts but in the central business district collections are made every night except Sunday. The average length of truck haul is four miles, the longest being six and one-half miles.

Refuse is disposed by incineration and dumping. The present and only incinerator is of an old type, improved last in 1935-1937 and having a capacity for about 60 tons per eight hour day. It is estimated that the incinerator now disposes of about 100 tons every twenty-four hours. Considerable refuse is dumped in low areas for fill.

Currently the city should consider a new, modern and adequate incinerator. The present one is wholly inadequate. Already funds are accumulating to provide a new facility.

From the standpoint of servicing the various sections of the city the present incinerator is centrally located but for the future development of the city, the site is inadequate and undesirable. It is not always easy to find an acceptable site for such utilities despite their necessity, and Tampa is no exception to the rule. Any relocation will affect the number, location and size and shape of collection districts.

It is recommended therefore that a new site of adequate area be acquired at some point between Nineteenth Street and the Estuary. This would not be too far removed from the present site to disrupt too greatly the collection districts.

FUTURE PLANNING

In a day characterized by scientific achievement and advances, planning studies and plans seek to remold and reconstitute cities into more efficient, orderly and liveable places. Experience has shown that planless places built to accommodate a horse and buggy economy are encountering a multiplicity of complex problems that must be solved to enable the city to survive. The decentralization of business, the confusion and delay on highways due to poor circulation and the inability to find adequate parking facilities is exacting an excessive economic toll in the spreading of blight and deterioration. To consider and solve these many problems, continuous planning studies should be made under the direction of a legally constituted Planning Board or Commission established as a function of municipal government.

The Zoning Commission of Tampa created by ordinance of the Board of Representatives, has served faithfully and well for more than ten years as the principal planning body of the city. Organized primarily to prepare and recommend a zoning ordinance, this Commission, during its years of operation, has broadened the original concept of its major objective to include planning. It has endeavored to study and evaluate the needs of a future Tampa and suggest plans for meeting those needs. The time is at hand however for the functions of this Commission to be defined anew so it can become a still more helpful influence in guiding the future growth and orderly development of the city. To do this would require enabling legislation authorizing the creation of a Planning Board and defining its powers and the scope of its operation.

Many states have adopted the Standard City Planning Enabling Act authorizing their cities to create Planning Boards and granting to them certain powers and duties for the "general purpose of guiding and accomplishing a coordinated,

adjusted and harmonious development of the city and its environs in accordance with present and future needs, and to promote health, safety, morals, order, convenience, prosperity and general welfare, as well as the efficiency and economy in the process of development". Following the adoption of such general enabling legislation the Board of Representatives could promulgate an ordinance creating the Board and defining its functions more specifically.

Pursuant to such enabling legislation, many cities thruout the United States have established official Planning Boards staffed with technicians to conduct the studies to inform and guide the Board. Such an operation would be of assistance to the governing body and the various departments of the city in maintaining a continuous planning function. The Board would also have supervision and control over subdivision plats.

It is understood that before the Housing and home Finance Agency will make any final loan or grant for redevelopment purposes, that an official Planning Board must be set up and continuous planning on an overall basis be accepted as a municipal function.

It is therefore recommended that the necessary enabling legislation be prepared for legislative consideration at the next session of the Florida Legislature.

In Appendix "A" is included a copy of an ordinance establishing the Denver (Colorado) Planning Board.

APPENDIX "A"

ORDINANCE ESTABLISHING THE DENVER PLANNING BOARD

ORDINANCE ESTABLISHING THE DENVER PLANNING BOARD

A BILL FOR AN ORDINANCE PERTAINING TO THE ESTABLISHMENT OF A PLANNING OFFICE IN THE CITY AND COUNTY OF DENVER.

BE IT ENACTED BY THE COUNCIL OF THE CITY AND COUNTY OF DENVER:

Section I. Establishment

A Planning Office is hereby established as a staff agency under the Mayor.

Section II. Planning Board

A. Appointment. There is hereby established within the Planning Office a Planning Board to consist of the president of the City Council and six other members appointed by the Mayor. As soon as possible after the effective date of this ordinance, the Mayor shall appoint two members to serve for one year from July 1, 1948, two members to serve two years and two members to serve for three years. At the expiration of their terms of office successors shall be appointed for three year terms. Any appointed member of the Board may be removed by the Mayor for just cause which he shall state in writing. The Mayor shall fill all vacancies in appointive members of the Board, each person so appointed to serve for the unexpired term of his predecessor.

The Mayor shall appoint annually the Chairman of the Planning Board from among the appointed members.

B. Organization. The Planning Board shall make and adopt its own By-Laws for governing its work. It shall have the power to elect its officers other than the chairman and secretary and shall conduct its business in accordance with Robert's Rules of Order. The Planning Director shall prepare an annual report of the activities of the Planning Office, which is to be reviewed by the Planning Board for presentation to the Mayor. The Planning Board shall hold at least two regular meetings each month. All minutes shall constitute public records. The members of the Board shall act only at meetings of the Board and action may be taken only by the concurrent vote of at least four (4) members.

C. Powers and Duties. The Planning Board shall have the general supervision of the policies of the Planning Office. It shall be its responsibility to establish the city planning objectives subject to the approval of the Mayor.

The Planning Office shall prepare, maintain and revise a comprehensive long term plan for the improvement and harmonious future development of the City and County and its metropolitan area. From time to time the Planning Director shall make recommendations for the adoption of portions of such Plan, which recommendations, after having been reviewed by the Planning Board, and discussed at public hearings, shall be transmitted by the Planning Director to the Mayor; and shall become portions of the General Plan when approved by him. Such portions of the General Plan will become portions of the Official Plan of the City and County of Denver thru executive order or ordinance, whichever is appropriate.

Section III. Planning Office.

The Planning Office of the City and County of Denver shall:

- a. Prepare, maintain and revise a General Plan for the development and improvement of the City and County and from time to time recommend to the Mayor the official adoption by ordinance or executive order of portions of the General Plan and also amendments or alterations to portions of the Plan theretofore officially adopted.
- b. Advise the Mayor as to the capital improvement portions of the capital outlay budget.
- c. Constitute the official body responsible for the general planning including those authorized by bond issue referenda.
- d. Furnish staff services to all agencies of the City including the Industrial Bureau provided for in Section 178 (1927 Compilation) of the Denver Charter.
- e. Cooperate with the regional planning commissions on all planning matters affecting the City and County of Denver.
- f. Recommend to the Mayor the disposal of real properties owned by the City and County of Denver, whether through sale or through lease, and the acquisition of land for public purposes. It shall advise the Mayor on all matters involving the disposal of public real estate, where such real estate affects the General Plan and the Official Plan of the City and County of Denver.
- g. Advise the Mayor and other municipal officers on matters pertaining to the closing, abandoning or opening of streets, alleys, and other public ways.

Section IV. Description of General Plan.

A. Nature of General Plan. It shall be a function and duty of the Planning Office to prepare, maintain and revise a comprehensive long-term plan for the improvement and harmonious future development of the City and County and Metropolitan Area. This plan when approved by the Mayor shall be known as the "General Plan". This General Plan may include maps, charts, plans, exhibits and other descriptive matter.

Consistent with the purposes outlined in the preceding paragraph, the General Plan shall include:

- a. Location, character and extent of public ways, grounds and spaces, and general location of major buildings, structures and facilities constructed thereon and proposed;

b. Public ways, including free-ways, highways, streets, alleys, boulevards, parkways, waterways, airports and other public transportation and transit facilities now in existence or envisaged;

c. General location, character and extent of parks, playgrounds, community centers, squares and public buildings and structures;

d. Recommend general location and extent of routes and rights-of-way of public utilities, whether publicly or privately owned;

e. General plans for public housing and for the rehabilitation of slums and blighted areas in accordance with provisions of Colorado statutes;

f. Proposed acquisition, extension, widening, removal, vacating, or abandoning of any of the foregoing ways, open spaces, or buildings;

g. Suggested land use plan, showing the proposed general distribution and location and extent of residential areas, business areas, industrial areas and areas for recreation and education, and other categories of public and private uses of land;

h. Recommend standards for regulation of the process of land subdivision;

i. Recommend standards for the regulation of uses of land, and height, area, bulk and uses of public and private buildings and structures;

j. Recommended standards for the regulation of traffic and parking of vehicles;

k. Provisions for the promotion of the healthful and convenient distribution of population;

l. Provisions for the promotion of the efficient expenditure of public funds for the public purposes herein specified;

m. Suggestions for the adequate provision for public utility and other public services;

n. Provisions for the promotion of safety from fire and other danger;

o. Provisions for the promotion of good civic design and the development of physical facilities; and

p. Suggestions for metropolitan area development and metropolitan planning.

B. Additional Powers and Duties of the Planning Office.

In the preparation of such plans, the Planning Office is authorized to make or cause to be made such investigations, studies, maps, charts, exhibits and reports as may be required. The Planning Office shall have the power to promote public interest in and understanding of the General Plan, and may make public distribution of copies of plans or of any report and may employ such other means of publicity as may be in the public interest. The Planning Office shall have such powers as may be necessary to enable it to fulfill its functions, subject to the general supervision of the Planning Board.

Section V. Planning Director.

Planning Director. A Planning Director shall be appointed by the Mayor after consultation with the Planning Board. He shall serve at the pleasure of the Mayor. He shall be the Secretary of the Board. He shall have administrative direction and control of the Planning Office. The Planning Director shall prepare the annual budget for the Planning Office which shall be reviewed by the Planning Board and transmitted by the Director with the recommendations of the Board to the Mayor.

Section VI. Emergency.

In the opinion of the Council this ordinance is necessary for the immediate protection and preservation of the public health, safety, convenience and general welfare and it is enacted for that purpose, and shall be in full force and effect immediately after its passage and final publication.

Passed by the Council and signed by its President this 30th day of August A. D. 1948.

A. A. BLAKELY, PRESIDENT

Signed and approved by me this 1st day of September, A. D. 1948.

QUIGG NEWTON, MAYOR

Attested by me with the Corporate Seal of the City and County of Denver.

MAE HYNES

Clerk and Recorder, Ex-Officio Clerk
of the City and County of Denver
by Siewers Fincher, Deputy Clerk

(SEAL)

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SECTION II

PARKING SURVEY

CITY OF TAMPA

1950-51

PREFACE

This report on Parking is but one part of a more complete and comprehensive study dealing with other aspects of the over-all plan of the city's physical development and growth. In 1945 a comprehensive plan of Tampa including such elements as Land Uses and Zoning, Streets and Highways, Parks and Recreation, Public Buildings and Facilities, Subdivision Practices, and other related subjects, was delivered to the city and as a result thereof, the present zoning ordinance and plan was prepared and enacted.

The City of Tampa and its immediate environs have experienced much physical improvement and change since 1945. The master sewerage and sewage treatment works have been undertaken and advanced toward completion; extensions and improvements have been made in the water supply and notable street improvement projects have been completed. So one of the objects of this current study is a revaluation of the plans of 1945 in the light of progress made since then and a determination of other improvements that the several studies suggest as desirable.

Another object of this study is to present, in its entirety, a more current plan of over-all development to assist and guide the Housing Authority in its plans of slum clearance and urban redevelopment under Title I of the Housing Act of 1949.

This particular report on Parking was prepared in advance of the subsequent sections because Parking is currently a problem requiring attention and action to alleviate the difficulties confronting the businesses and properties located in the Central Business District.

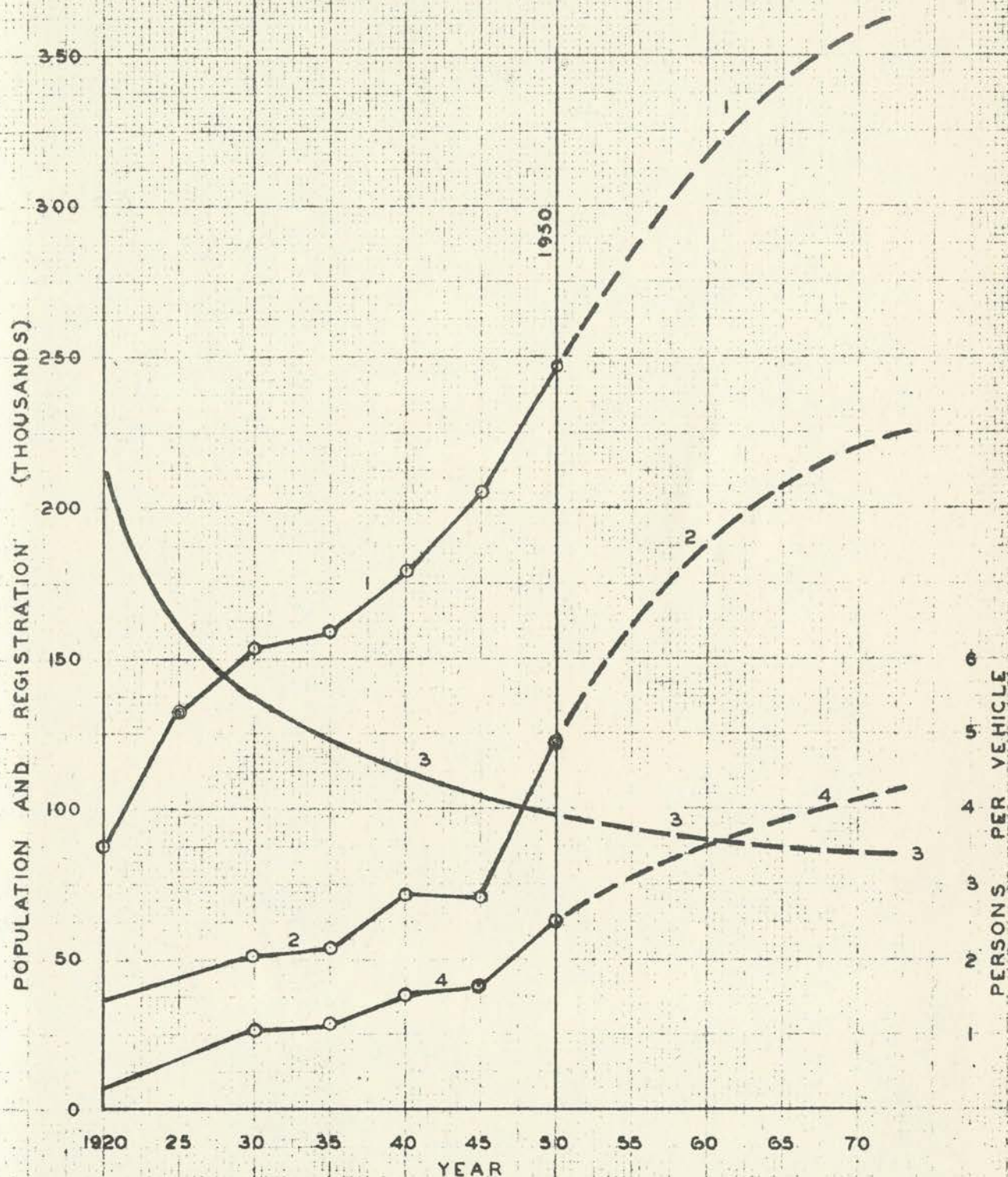
PROBLEM #1

The Number One problem confronting the central business district of growing cities is parking. The question constantly arising among merchants, bankers and professional men on the one hand and the client or customer on the other, is - "Where can we park?". The difficulties and hazards involved, and the inability to readily find terminal facilities within easy access of the ultimate destinations are affecting the characters and values of central business districts in many and diverse ways. Neighborhood business districts are being created into which many of the service businesses formerly located in the central area, are moving. In some situations centrally located banks are establishing neighborhood drive-in banks, department stores are establishing branches and professional men such as doctors, lawyers and others are establishing facilities in areas provided with adequate parking facilities and ease of accessibility. This migratory or decentralizing influence has already been reflected in the decline of values in many cities. So to conserve the value, integrity and importance of the central business district is a problem for the city to consider seriously - a problem associated with increasing confusion and congestion.

FACTORS CONTRIBUTING TO THE COMPLEXITY OF THE PROBLEM

At least four factors are contributing to the complexity and magnitude of the parking and traffic problem today. There may be other factors but these are the most important. These are: (1) the population growth of the city and its environs (the Metropolitan Area) and the population growth of the expansive trading area tributary to the city; (2) the increased usage of the automobile

POPULATION & VEHICLE REGISTRATION HILLSBOROUGH COUNTY



- 1 POPULATION HILLSBOROUGH COUNTY
- 2 AUTO REGISTRATION EXCLUSIVE HILLSBOROUGH COUNTY
- 3 PERSONS PER REGISTERED AUTO
HILLSBOROUGH COUNTY
- 4 AUTOMOBILE REGISTRATION HILLSBOROUGH COUNTY

as reflected by registrations - both in and out of Hillsborough County; (3) the improvement in and diversity of economy in the city and its tributary area and (4) the added increment of load contributed by visitors into and thru the city. Since 1930, the automobile registration of Hillsborough County has increased from 28,000 to 62,000 in 1950 (121%) and in the area tributary to Tampa, exclusive of Hillsborough County (Citrus, DeSoto, Hardee, Hernando, Highlands, Manatee, Pasco, Pinellas, Polk, Sarasota, Sumter Counties), from 50,500 in 1930 to 123,000 in 1950 (144%). Whereas in 1930 there were 5.5 people per registered automobile in Hillsborough County, in 1950 there were 4.0 people per registered automobile and the downward trend reflects that by 1970 the figure will approach 3.0 people per registered automobile. The population of Hillsborough County increased from 153,519 in 1930 to 248,536 in 1950, an increase of 62%. Of this 1950 population, 124,073 were in the City of Tampa, 50% thereof. The percentage population increase of Hillsborough County reflects principally the growth of Metropolitan Tampa outside of but contiguous to the city so for that reason any figures pertinent to the County can be considered the data for Tampa.

The tributary area to Tampa, outside Hillsborough County, increased in population from 228,000 in 1930 to 421,000 in 1950, an increase of 84%. This area contributes substantially to the economy of Tampa; it contributes many car loads of people who come to Tampa to trade, seek professional service or for recreation and it also contributes considerably to the interurban movement of trucks. Car operators are like flowing water that follows the channels offering the least resistance. If the obstruction is too great a new channel is opened and a new area discovered. Similarly, those people coming into Tampa from the tributary area to trade or to transact business will seek trading

places elsewhere if the difficulties of parking are enlarged or enhanced. They will gravitate to those places or areas wherein adequate parking facilities are available. So, in evaluating the character and magnitude of the parking problem and the available facilities to meet it - one must look beyond the bare necessities of the people of Tampa and Hillsborough County; the problem is measured in terms of the region as well as city and it is primarily an economic problem.

CENTRAL BUSINESS DISTRICT

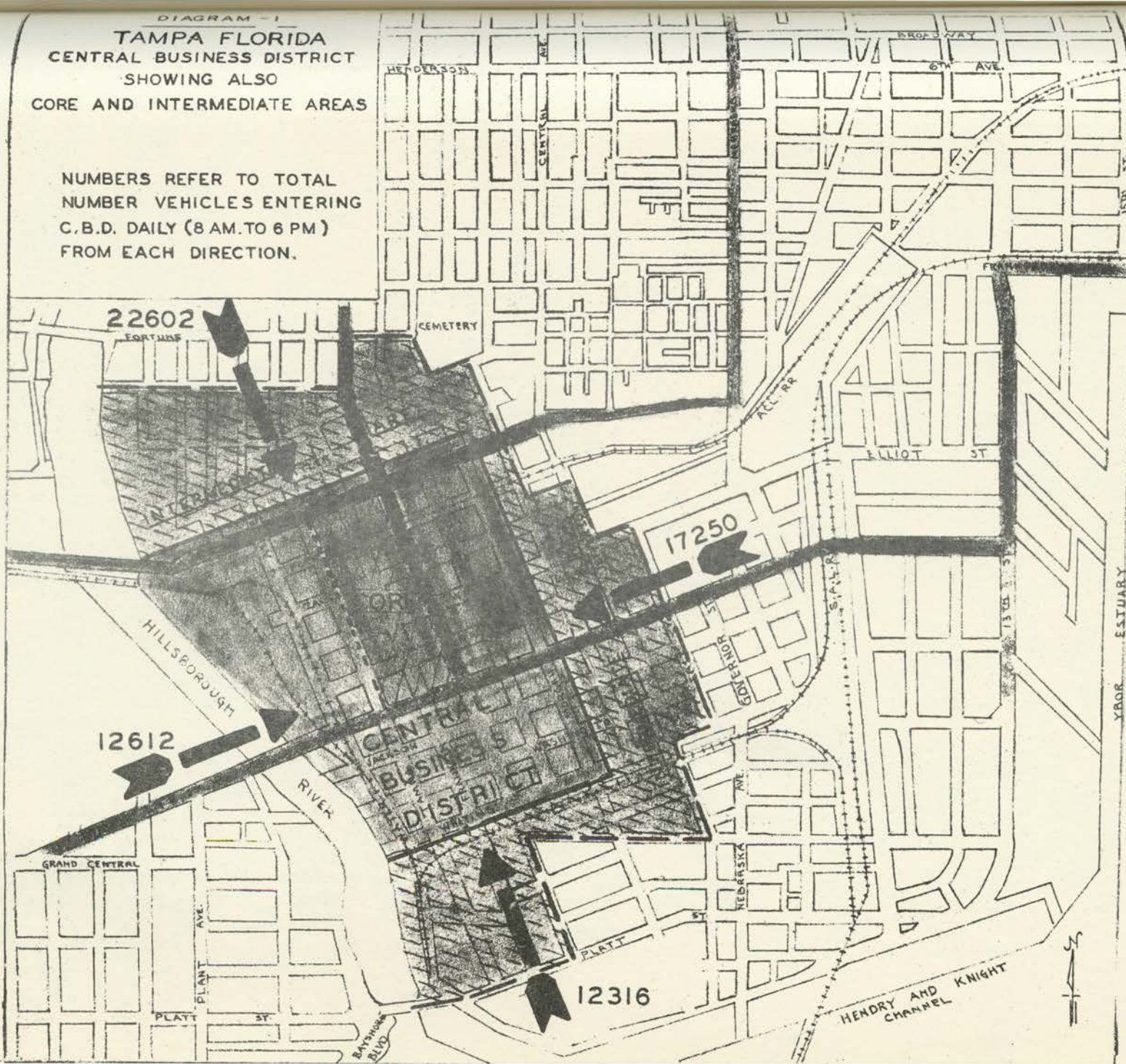
In the beginning of any study of this nature it is well to define the boundaries of the central critical area and its core and to learn something of the over-all volume or flow of traffic into and thru the area. The Central Business District as used in this study is bounded by Tyler Street on the north, Pierce Street on the east, Whiting Street on the south and the river on the west. Within this area is a central core bounded by Tampa Street on the west, Florida Avenue on the east, Cass Street on the north and Lafayette Street on the south. Within this core are located the principal department stores, theatres, banks and offices (Diagram 1).

STATE ROAD DEPARTMENT STUDIES

According to studies conducted in 1946-1947 by the State Road Department, 136,000 vehicles crossed the city limits of Tampa in both directions on all routes carrying volumes in excess of 300 vehicles per day (24 hours). On seventeen arterial routes, 68,028 vehicles crossed the city limits coming into the city. Of this number, 33,954 (50%) did not enter the central business district but 23,493 did. The number of vehicles crossing the city limit lines

DIAGRAM - 1
TAMPA FLORIDA
CENTRAL BUSINESS DISTRICT
 SHOWING ALSO
 CORE AND INTERMEDIATE AREAS

NUMBERS REFER TO TOTAL
 NUMBER VEHICLES ENTERING
 C.B.D. DAILY (8 AM. TO 6 PM)
 FROM EACH DIRECTION.



was augmented by 31,230 vehicles that originated within the city of which 27,104 were destined to the central district. It is therefore observed from the studies of the State that some 50,000 vehicles per day, originating both inside and outside the city, were destined for the central business district at one time or another. From this it would appear that every registered car in Tampa and Hillsborough County came to town at some time every day. And of the vehicles originating either in the city or outside, about 11,000 (22%) passed thru the central district without stopping. Altho these studies were made by the State Road Department in 1946-1947, the relative proportions probably hold true today altho the actual numbers have increased.

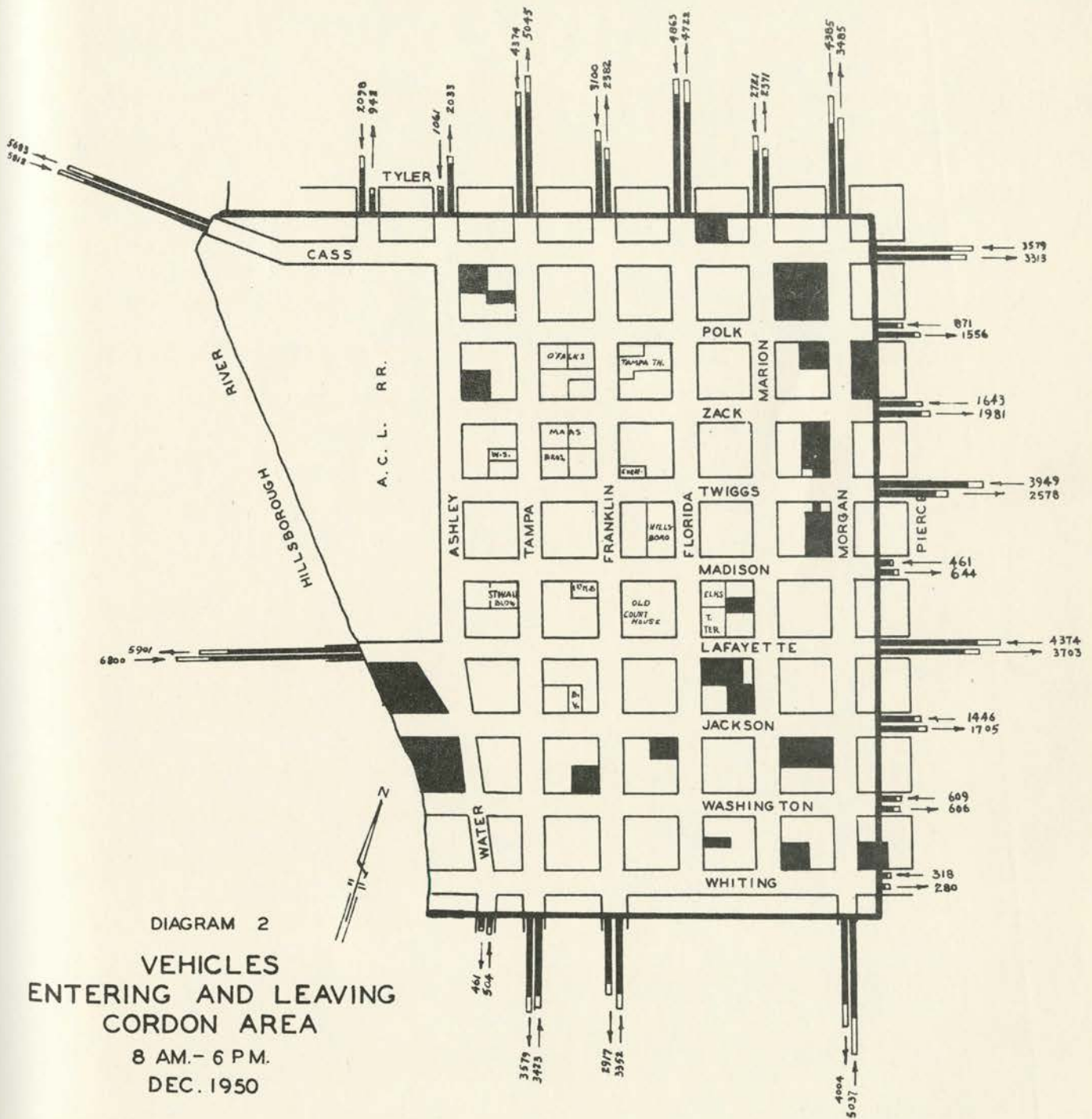
CORDON COUNT

To ascertain some idea of the volume and characteristics of traffic flowing into and thru the Central Business District today, a cordon check was made. A line was defined easterly from the river thru the blocks between Tyler and Cass Streets on the north to a point easterly of Morgan Street, thence a line southerly thru the blocks between Morgan and Pierce Streets to a point south of Whiting Street and thence a line westerly to the river thru the blocks south of Whiting Street. All traffic flow, in and out of this area, was checked from 8:00 A. M. to 6:00 P. M. This is known as the cordon count (Area shown on Diagram 1).

During the ten hour period (8:00 A. M. to 6:00 P. M.) of the cordon count approximately 125,000 vehicles entered and departed from the area, divided into classes as follows: 82.6% passenger vehicles; 12.8% trucks and 4.6% taxis and buses. Passenger vehicles obviously were predominant.

DIAGRAM 2
VEHICLES
ENTERING AND LEAVING
CORDON AREA

8 AM. - 6 PM.
DEC. 1950



Three heavily traveled interurban highways (Diagram 1) pass thru the central district, which contribute to its congestion and load -- Lafayette Street between the bridge on the west and Thirteenth Street on the east; Florida Avenue from its intersection with LaFayette northward to the city limits and beyond and Cass Street from the bridge on the west to Nebraska Avenue on the east and thence north. Twiggs Street from down town easterly to Thirteenth Street is also one of the more heavily traveled thorofares. Much of the traffic volume following Lafayette Street, Cass Street and Florida Avenue continues thru the district but in its thru passage adds considerably to the congestion and hazards of normal circulation. This is particularly true as it relates to inter-urban truck traffic. During the ten hour period more than 12,000 vehicles crossed the Lafayette Street bridge, to and fro, and slightly more than 11,000 over the Cass Street bridge. Of these volumes 10% were trucks crossing the Lafayette Street bridge and 15% were trucks crossing the Cass Street bridge.

An examination of the cordon count reveals the habitual and predominant routes of travel followed by motorists obliged to enter or traverse the Central Business District (Diagram 2). Those using the Bayshore, Platt Street and the Platt Street bridge enter at Water, Tampa, Franklin and Morgan Streets but apparently there is a desire on the part of many to use Morgan Street as an entrance in preference to either Franklin or Tampa Streets. These motorists want to reach destinations in the eastern half of the central area where a number of "off-street" parking facilities are available, or to find "free" all day parking facilities east of the area. For southbound traffic departing from the area, Tampa Street is preferred to Franklin, probably because only one traffic light is encountered on Tampa Street at Platt. Naturally Lafayette

Street, as one of the thru State highways thru the city, is heavily traveled, contributing many cars to the confusion and congestion of down town. About 13% of the traffic load on Lafayette consists of trucks destined thru the city and similarly a large portion of the remaining traffic volume is destined thru either by Lafayette Street or Florida Avenue. Thirty-five per cent of the traffic entering the central district during the day comes from the north, entering principally via Tampa Street, Florida Avenue and Morgan Street. Traffic from Hyde Park, Palma Ceia, Ballast Point, Sunset Beach and Interbay sections is divided between the Platt Street and Lafayette Street bridges. That from Davis Islands and the Bayshore area use the Platt Street bridge while that north of Cleveland Street resort to the Lafayette Street bridge. But thru the southerly entrances to the central district - Water, Tampa, Franklin and Morgan Streets - 19% of the traffic enters and from the west via the Lafayette Street bridge about the same volume (19.5%). In other words from the south and west the volume of flow into the district is 38.5% of the whole, 3.5% greater than from the north. From the east, 26.5% of the volume enters. From these ratios of distribution it is noted that the contributions of traffic volume to the central business district are pretty uniformly divided.

In the years that lie ahead the several volumes of traffic entering the central area will continue to increase in proportion to the growth in the areas tributary to it. But because of the intensified construction activities to the west and southwest the loads from those two directions will doubtless increase more rapidly than from the other directions. Industrial development east of the district will contribute more heavily to the increased volume of trucks destined to or from it.

But regardless of the point of entrance or the relative volumes of flow entering the district it is clear that nearly 65,000 cars pour into the central district during an average ten hour period or 125,000 cars in and out per day. Part of the 65,000 vehicles entering the central district on an average day pass thru it but of those remaining - what are they going to do?

Many motorists passing thru the streets of the central district do so because they are routed that way. Much of this traffic could be by-passed and thereby relieve to some degree some of the streets of needless factors contributing to congestion and confusion. But ignoring for the moment those entering and passing thru the district why do so many stop or seek to stop there?

WHY DO PEOPLE GO TO TOWN

Those seeking terminal facilities within the central district have many and diverse interests. A considerable number are employees and employers who have offices and businesses there or who work there. Another number are on missions of one kind or another - to transact business, to do banking, to visit professional offices, to shop, attend to official business at the city and county offices, to attend theatres or to visit. But regardless of the mission that attracts them to the central district, the matter of parking is a vital and important matter.

To ascertain how many down town office and store workers come to work by automobile, a survey was made of offices and stores within the central district. Offices were visited by an interviewer and information from business establishments was acquired on questionnaires sent out by the Retail Merchants Association with a letter of explanation. These letters and questionnaires were followed up

VEHICLES ENTERING CORDON

VEHICLES LEAVING CORDON

ACCUMULATION

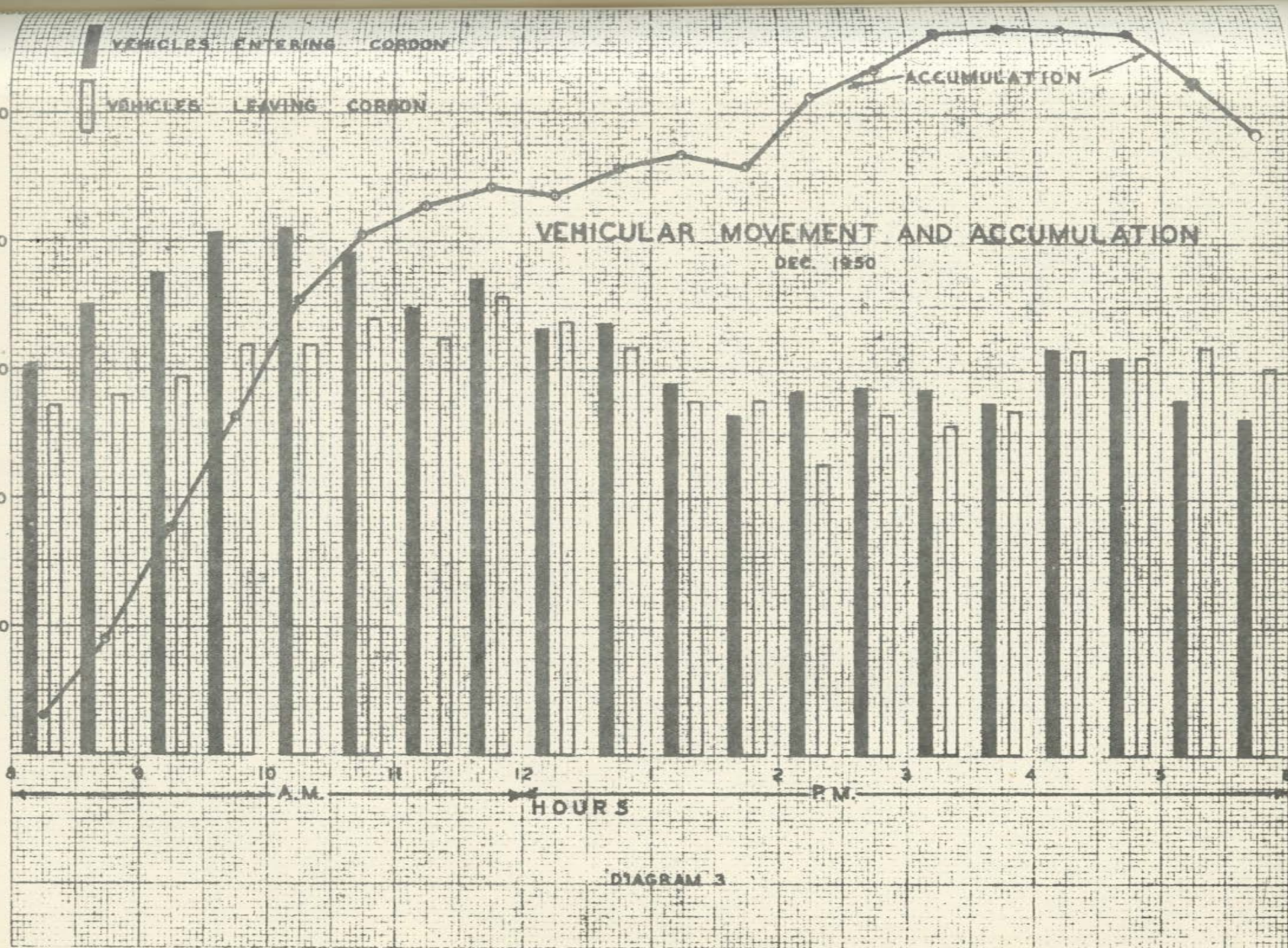
VEHICULAR MOVEMENT AND ACCUMULATION

DEC 1950

NUMBER OF VEHICLES

HOURS

DIAGRAM 3



later by an interviewer in those cases where replies had not been forthcoming after a reasonable time. The results from more than one hundred businesses and eighteen or more office buildings in the central district are interesting. Altho more than 1,500 workers did not drive to work, 2,106 did. This figure (2,106) may differ somewhat from day to day but we believe it a good average. This figure shows that those people whose principal business it is to attract and serve others, occupy at least 2,106 of the available and existing parking capacity before the time the shoppers and others seeking parking spaces begin to arrive. Of 1,856 interviewed who traveled by car, 895 or 48%, parked their cars in private parking lots or garages, while 390 or 21% parked along the curb, mostly in unmetered free spaces but strangely 352 or about 19% reported that they parked in metered zones - presumably 2 hour zones.

This survey revealed that executives and managers as a rule chose to park their cars on a term (day, week or month) storage basis in centrally located garages, or on close in lots. The employees on the other hand more often parked in free, unmetered curb spaces in areas just outside the central district. It was observed also that quite a considerable number of car operators made arrangements to park at filling or service station sites within or near the central district - stations which normally are not parking areas.

Traffic entering and leaving the central district during the day does not follow a uniform pattern (Diagram 3). In the morning from eight to ten the incoming flow is heaviest and in the evening hours from 4:00 P. M. and later, the outgoing flow is heaviest. During the day the volume of flow reaches a low peak between 1:00 and 3:00 P. M. In the morning prior to 8:00 A. M. a considerable volume of traffic is already circulating within the district and much of it has already parked or is seeking places to park.

From 8:00 A. M. cars begin to accumulate and stop within the central district. Between 8:00 A. M. and 11:00 A. M. (three hours) 4,064 cars had accumulated, to park, inside the district, of which about 3,300 were passenger cars. By 1:30 P. M. the accumulation had reached 4,718 cars and by 4:00 P. M. had reached a peak of 5,717 cars of which more than 4,600 were passenger cars. This means that on a day in December, 1950, more than 5,700 motor vehicles were inside the central district at a given moment, either parked or looking for a place to park. This brings us now to the places available inside the central district, to park.

EXISTING PARKING FACILITIES

Currently 4,494 motor vehicles can park at one time within the Central Business District (cordon area) as defined, divided as follows:

"Off-Street" spaces in lots and garages for public use	2,722
"Off-Street" spaces in lots and garages for private use	231
"Off-Street" spaces, public and private	2,953
Metered spaces at the curb	1,325
96 - 12 minute meters	
891 - 1 hour meters	
338 - 2 hour meters	
Free spaces at the curb	216

Immediately outside the cordon area as defined an additional 516 cars can park in lots of which the lot of the Stovall-Professional Building accommodates 144. Also in the Intermediate area (Diagram 1) surrounding the cordon area approximately 1,000 cars park in unmetered curbside spaces. All day free parkers frequent this latter area primarily and to meet the requirements

of the central core these areas are not a factor because of the distance to the shopping center.

Theoretically if all curb space was available for parking nearly 1,700 vehicles could park curbside at one time in the central district but some 346 reserved zones (Freight Loading, No Parking, Guests, Public Officers and Buses) and spaces appropriated by filling station, garages and other businesses reduce this available capacity considerably. The practice of allocating extensive drive-in approaches to filling stations and permitting businesses to usurp and use public property for their uses and the practice also, of permitting people to establish private spaces in front of their properties reduces the available parking space at the expense of the potential parker.

"THE CORE"

Within the large area designated as the Central Business District or Cordon Area (Diagram 1) is the smaller, more compactly and intensely developed area, the "Core" extending from Cass Street on the north to Lafayette Street on the south, Florida Avenue on the east and Tampa Street on the west. Within this "Core" and immediately adjacent to it the principal banks, office buildings, public offices (City, County and Federal), department stores, drug stores and shops, are located. It is the area of maximum concentration and parking demand. The ten blocks in this area, each 210 feet square (approximately 1 acre each) are built upon solidly. Within them such multi-storied buildings as the First National Bank, Tampa Theatre Building, Citizens Building, Maas Store, Hillsboro Hotel and Y. M. C. A., are located and in the blocks immediately adjacent such multi-storied buildings as the Tampa Terrace, Wallace S. Stovall, Floridan Hotel and the Post Office. This is the central-

ized multi-purpose area into which thousands of people pour daily to transact business, shop, bank and enjoy themselves. It is the critical area from the standpoint of parking demand. During the course of an average ten hour day what are the parking experiences in this area? How long do people park and how many do park?

In this area (Core) bisected by Franklin Street north and south and including the east side of Tampa Street, the south side of Cass Street, the west side of Florida Avenue and the north side of Lafayette Street, there are 400 curb side spaces (30% of all available in the larger central area). Of the 400 curb side spaces, 267 (66% of all) are metered and available to the parking public and 133 (34%) are reserved for Buses, Cabs, Loading, etc. One-third of the curb space, it can be seen, is not available to the public. Some of the spaces are even reserved for individual public officers.

Of the reserved spaces in this critical area, 57 are for bus loading, 42 are for freight loading, 18 are cab stands and 14 for hotel guests and public officers. Nearly 17% of the reserved spaces in the "Core" are for Bus Loading and Unloading.

A block by block survey and check over a ten hour period (8:00 A. M. to 6:00 P. M.) disclosed that 1,770 vehicles parked in 199 metered zones during the period of survey - an average turn over of 8.9 times. While this average turn over looks very favorable, it reflects the pressure of the 12 minute meters in the area at which the turn over is greater. For instance, in the block along Madison Street between Franklin and Tampa Streets, by the First National Bank, 151 cars parked at the 12 minute meters in ten hours, a turn over of nearly 13 times. However even here the average parking time was 40 minutes instead of 12.

Summarizing the parking times and habits of the people, about 60% of the vehicles parked in the "core", parked for 60 minutes or less; 39% parked for 15 minutes or less. Nearly 20% of the 1,770 cars parked in the core during the ten hour day, parked more than 60 minutes, 10% of them (201) for more than two hours - some for as much as three and four hours.

From this survey of parking habits within the central core we would conclude that the meters are performing an effective job despite the fact that some are abused. The tendency of some motorists to cruise around blocks looking for meters with paid up time is very evident - a practice which is quite common. There were also some who kept their cars in metered zones for prolonged times by "feeding" the meter nickels or pennies however this practice was not too prevalent.

During this study a considerable number of vehicles were observed parked in "Reserved" or even Bus Loading zones - some for a few minutes only and others for longer periods. Double parking was observed in a number of instances, principally in the areas around banks and hotels.

Because the parking demand within the central core is greatest and because the parking practices reveal that parkers remain for less than 1 hour, it would not be amiss to change the timing of meters therein. By changing the time interval of meters within the core to 30 minutes, (meters on both sides of Franklin Street, the east side of Tampa Street, the west side of Florida Avenue and on both sides of Madison, Twiggs and Zack Streets, from Tampa Street to Florida Avenue), twice as many cars could be accommodated as now are and similarly by changing the 2 hour meters within the larger cordon area to 1 hour, twice as many cars could also be accommodated. In these changes, the 12 minute meters, except those around the Post Office, should be changed to 30

PARKED VEHICLE ACCUMULATION
CENTRAL BUSINESS DISTRICT
TAMPA FLORIDA

1950

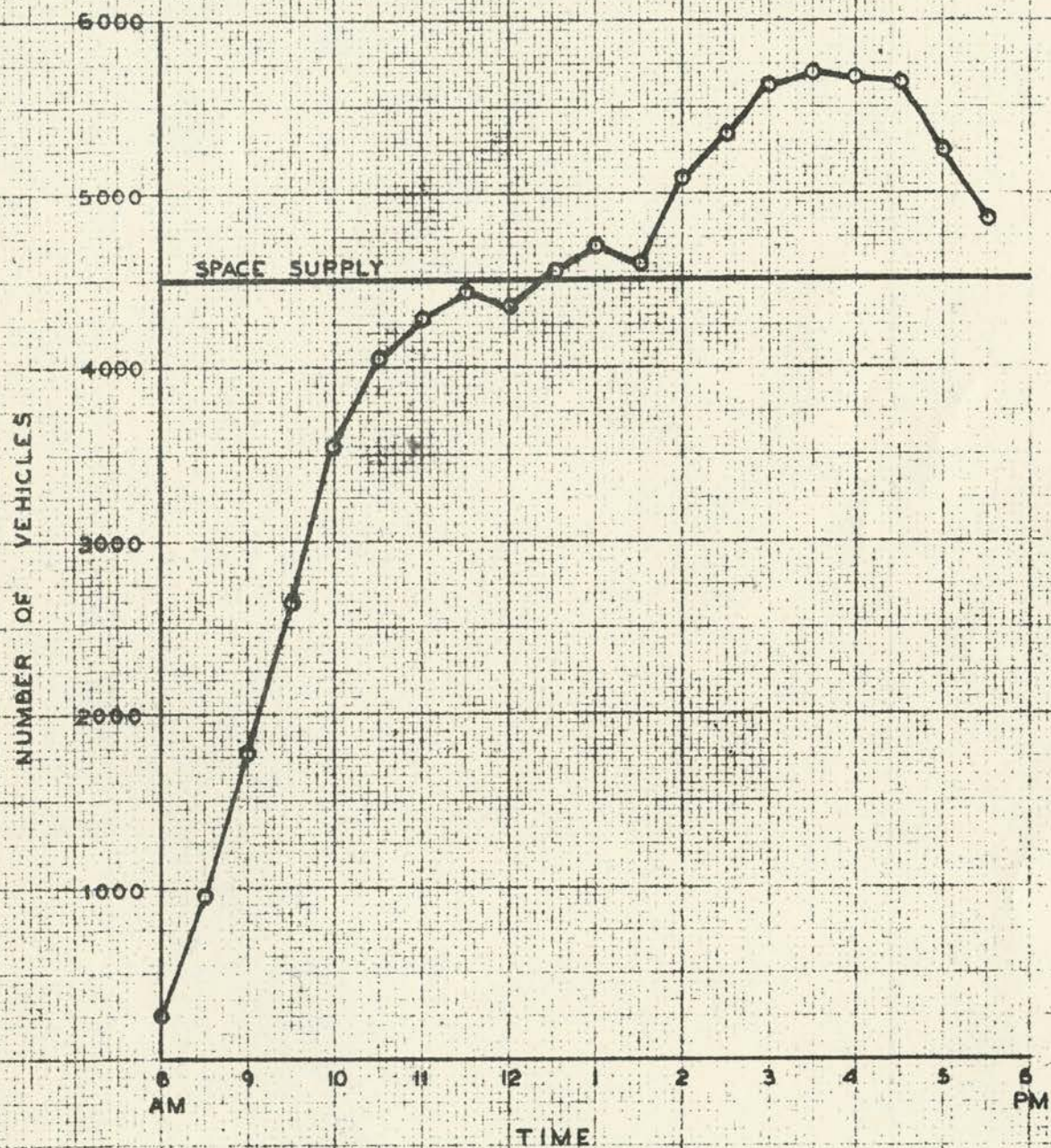


DIAGRAM 4

minutes. These time changes alone will enable more than 1,500 cars to find parking spaces in the central area.

These changes will affect primarily the spaces in the most critical area where the turnover should be greatest. It will enable more people to get nearer the places they desire to reach and whose missions can be discharged in a relatively short time. Those people who need more time - more than an hour - should select areas served by 2 hour meters or go to one of the nearby lots. In the future of increased traffic volumes and movements it may be necessary even to remove all parking from some of the streets, especially Franklin Street.

Obviously the effectiveness of this meter operation in the critical core area will be dependent on the effectiveness and alertness of the police patrol. Once motorists get the idea that the checking system is deficient they begin to abuse the parking privilege and then only the Traffic Police get the blame.

RATE OF ACCUMULATION

Diagram 3 shows graphically the volumes of traffic entering and leaving the cordon area during the ten hour day, and Diagram 4 shows the rate of vehicle accumulation within the area. Between 8:00 A. M. and 12:00 Noon, 4,400 vehicles were inside the cordon either moving or parked. Diagram 4 shows a deficiency of about 1,200 parking spaces at the peak hour of demand. In other words, there were about 1,200 more vehicles on the streets within the cordon area than could have been accommodated at all available parking spaces therein. Some of this number were buses and trucks having access to reserved spaces not available to the public and another portion were vehicles en route thru the area. So granting that 35% of the traffic volume on the

streets fell into this latter category there would still remain a deficiency of passenger vehicle spaces of nearly 800 over and above what could be accommodated at the hour of peak demand.

LOCATION OF PARKING FACILITIES

As stated earlier some 1,000 or more down town workers park in garages or lots and in this connection it is interesting to note the effect of location on the use of "off street" facilities. For transient parkers, experience shows that those facilities located within two blocks or less of the central core are most in demand while those located more than two blocks away, have vacancies. This picture is comparable to that found in other cities - namely, motorists desiring to work, shop or do business within a business center, will not walk far from their final destination to their parked car - a distance varying from 1,000 to 1,500 feet. Merchants have found this to be particularly true. In Tampa, two blocks seems to be the optimum distance. This habit - if it may be called that - reflects the necessity of developing additional "off street" parking areas within a radius of two to three blocks from the central core.

"Off street" parking facilities serve two kinds of customers - the all day parker and the transient. Many of the former are down town workers who drive their cars to and from work. Transient parkers are usually those whose missions are such that metered curb spaces do not afford enough time. Whereas some transients park for only a few hours, others park for all day. The average transient parking time in garages and lots is little less than three hours. Among the transient parkers are many shoppers who come into the city from afar.

Altho a few "off street" operators refused to divulge the number of transients and all day customers they accommodated, most of them were cooperative. The study of the available "off street" parking capacity of 2,722 spaces in public facilities disclosed that 2,199 cars were accommodated on an average day in December, 1950, of which 1,231 were transient and 968 were all day parkers. Just outside the central area 516 more "off street" spaces were available accommodating an aggregate of 569 cars of which 323 were transients and 246 were all day parkers. Just outside the central area 516 more "off street" spaces were available accommodating an aggregate of 569 cars of which 323 were transients and 246 were all day parkers. Whereas facilities nearest the central core had the least space available during the day, those at a distance of more than two blocks from the core, had vacancies. One facility, as an illustration, that has a capacity in excess of 100 cars accommodated only 30 parked cars.

One type of "off street" facility just outside the central cordon should be mentioned here because it is indicative of the trend being followed in many places. Located on the east half of the block between Lafayette and Jackson Streets at Pierce is an "off street" parking facility serving principally the Stovall-Professional Building. With a capacity of 114 cars, it accommodates 114 all day parkers. Many new office buildings being erected now are including adequate parking facilities within the structure or on ground adjacent thereto as in this case. Similarly the Tampa Electric Company has provided a lot for its employees, accommodating 54 cars.

SUMMARY

The parking study herein described has revealed a number of interesting and significant data relating to the volume, movement and storage of motor vehicles within the central business district as defined in Diagram 1. On an average day in December, 1950, some 125,000 vehicles entered and departed from this area during a ten hour day (8:00 A. M. - 6:00 P. M.). Of the 65,000 vehicles that entered during the day, some passed thru, some were stored for all day but by far the greatest number stopped for varying periods to transact business. Just as the magnitude and complexity of the current problem differed from that of a decade ago so will it continue to become more complex and confusing in the years that lie ahead unless steps are now inaugurated to meet the increasing demands. The growth of Tampa and its tributary area will continue to contribute annually to the increasing volumes of motor vehicle traffic destined to the city. It is estimated that by 1960 there will be 17 million more cars on the highways of America than in 1950 - many of them seeking places to park.

The period of maximum flow into the central district occurred between 9:30 A. M. and 10:30 A. M. (Diagram 3) when more than 8,000 vehicles entered - nearly 40% from the south and west. And of those vehicles entering and departing during the day, 82 out of every 100 were passenger cars - many seeking to park.

Investigations revealed that more than 2,100 down town workers drive to the center to park all day and of this number more than 1,200 use parking spaces at existing lots and garages near the core thereby reducing the number of spaces available to "in and out" transient parkers. In addition to these down town workers, another 1,000 workers park in the intermediate area sur-

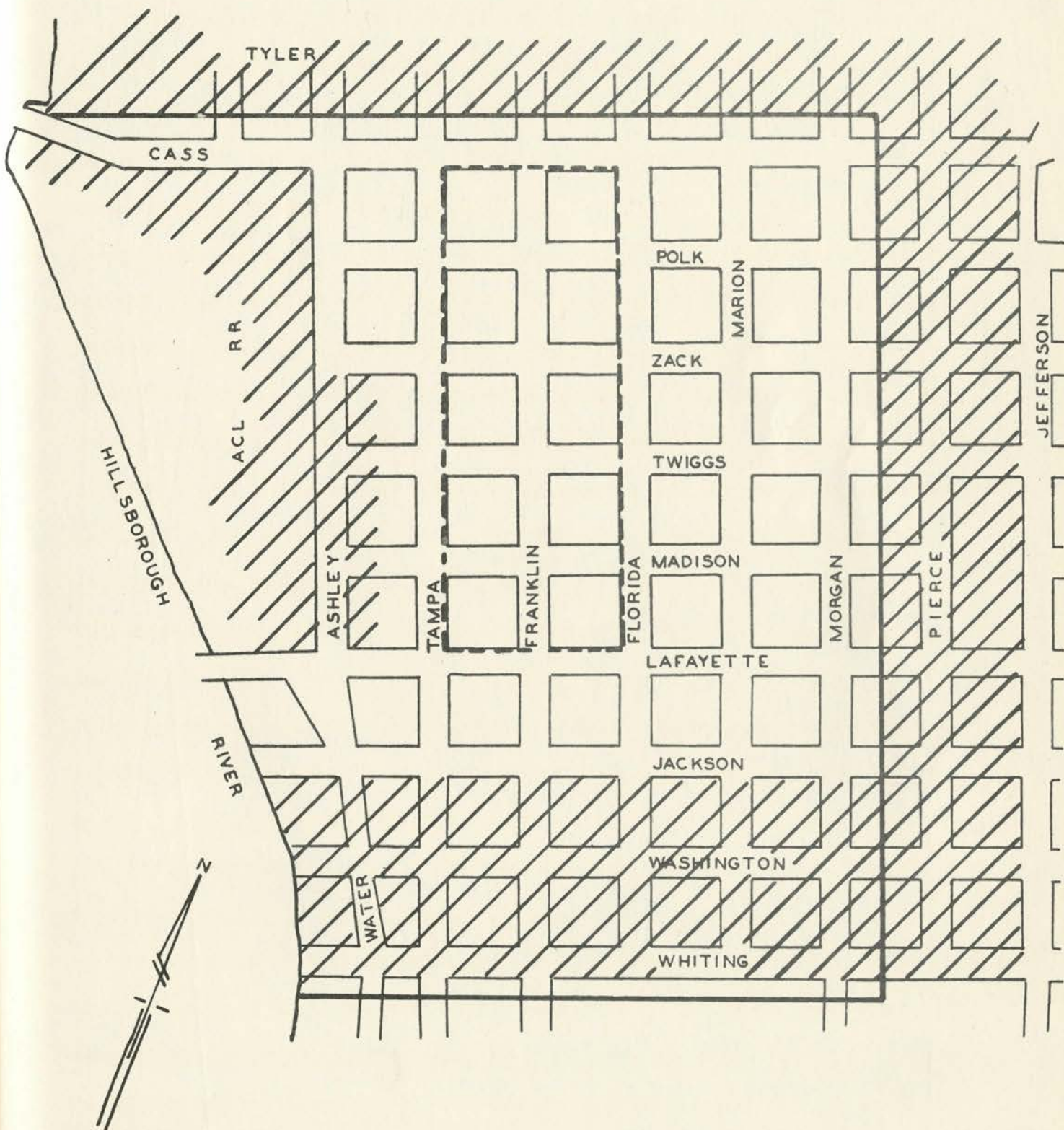
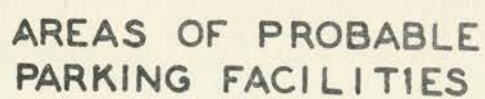


DIAGRAM 5

rounding the center where most of the curbside space is free. Many of these latter never come into the center, or pass thru it.

To accommodate the thousands of vehicles converging on the central area of concentration, on the average day, there is an available supply of 4,494 parking spaces within the area - 1,325 metered spaces at the curb, 2,953 spaces in lots and garages "off street" (2,722 public and 231 private) and 216 free spaces at the curb. In addition to these spaces there are less than 100 more spaces available for limited parking at service and filling stations. During the day about 12,000 vehicles could be accommodated at parking meters, assuming an efficiency of meter operation of 80%.

Within the "core" - the area of greatest concentration and demand - meter experience indicates that most parkers remain less than one hour and nearly 40% for periods of 15-30 minutes. For those desiring to remain in the "core" for periods in excess of one hour, "off street" facilities are used. The "turn-over" in metered spaces within the central district and the demand for them, directly reflects the effect of costs on parking. The parking fee of five cents per hour plus the possibility of escaping penalty for overparking is a strong incentive to cruising in search of space, which obviously contributes to traffic congestion.

Parking facilities nearest the "core" or area of greatest concentration are most in demand. Few motorists will walk much farther than two blocks from their parking site to their destination. This is especially true of those shoppers and others who desire to transact their business along Franklin Street. As long as Tampa and Franklin Streets and Florida Avenue and their cross streets from Lafayette to Cass Streets (the "core") remain the sites of the principal retail outlets - it is essential that future parking facilities be located within two to three blocks therefrom. (Diagram 5)

Parking meters generally speaking are doing an effective job despite abuses to which they are sometimes subjected. Most assuredly they are serving the purpose for which they were installed, namely, making curb space available to more parkers, however, more frequent, alert patrol accompanied by stiffer penalties will contribute to a much greater improvement in meter performance. Too often a motorist is willing to take a chance in a close in metered space and if caught is willing to pay the overparking charge. Only by strict patrol and rigid enforcement can the "nickel feeder" be defeated.

These various studies relating to traffic flow, parking practices and existing parking facilities reflect current conditions within the central business district, to which constructive thought should be directed now. Tampa and its environs is growing and improving steadily and unless steps are taken to facilitate traffic circulation and provide adequate parking facilities within its central area, conditions now prevalent will become further complicated and confused.

In contemplating the parking requirements of the central area, several questions should be considered. What should be the place and function of curb side parking in the future parking plan? What policy should be followed in the allocation of curb side spaces for special privileges? In any plan to meet future needs, what kind or type of facilities should be provided, where should they be located and how flexible should they be in their composition? Finally, what agency should be responsible for the development of the over-all plan of parking facilities, the acquisition of land sites, construction of facilities, establishment of parking rates or fees and the operation of the system? A mature consideration of these questions will be helpful to a better understanding of the problem and its ultimate solution.

FUNCTION OF THE STREET

What is the function of a street in relation to the needs of parking? Primarily a street is a channel for the safe, expeditious circulation of traffic; it is not primarily for the storage of vehicles. Storage or parking is only a privilege which we have come to accept or countenance as a right. The requirements of moving traffic will always take precedence over the accommodation of parking and whenever the needs of traffic circulation require it, parking must be sacrificed even as a privilege. Already a number of cities have recognized this fundamental concept of the street and have removed all parking from the curbs in order to enlarge the capacities of the channels of flow. What pertains to public parking at the curb pertains also to other concessions or privileges which are so willingly accepted and often abused.

Commercial establishments may be required ultimately to provide their own "off street" freight loading and unloading facilities and taxi companies may be obliged to operate service from "off street" storage reservoirs and transit companies be required to establish "off street" pick up stations. These are problems that businesses and utilities must face when the available street capacities are required to expedite the movement of traffic. Because of the generous widths of Tampa's down town roadways, the removal of parking from the curbside will be a subject for later consideration but notwithstanding, its possibility must be recognized in planning for the future needs of parking and traffic circulation. In anticipation of such eventualities, the city should now require that all new commercial structures erected in the central district provide loading and unloading spaces "off street" either within a portion of the structure or on ground adjacent

thereto. This practice has been followed for years by many cities and in these places the results of the regulations can be seen.

TYPES OF FACILITIES AND LOCATIONS

What types of parking facilities should be anticipated, where should they be located and how flexible should they be in design and construction?

Parking facilities are of three types - the open lot, the enclosed garage and the open deck garage. Many of the open lot facilities of the past were temporary, serving as "tax payers" until the land owner could cover the land with a building. This temporary character was not conducive to the best in either equipment or service. Within recent years however both public and private enterprise have been acquiring land areas strategically located and distributed, developing them into well planned and operated facilities reflecting a degree of permanency not found in the earlier lots. The city of Miami Beach in Florida and many cities elsewhere have utilized the open lot plan advantageously and profitably. Next to the curb side storage space the open lot is the simplest and most economical type of parking facility.

The enclosed garage is usually a converted structure, a new structure or a part of a structure devoted to other primary purposes. Some of the newer hotels and office buildings have incorporated the enclosed garage into their design. The duPont Building in Miami has an enclosed garage as a part of its development and in Cincinnati, the Netherland Plaza Hotel has a built in garage for the use of its patrons. Today however, construction costs and operation experience are pointing toward the open deck garage.

Flexibility is an important consideration in the preparation of an overall parking plan. Studies presented previously have shown that the demand for parking space is not uniform thruout the day. It varies, not only during the hours of the day, but during the days of the week and the seasons of the year. There are hours of most any day when parking spaces can be easily found, and too, Sundays and holidays the demand is not too great. During the fall and winter months the increasing volume of tourist traffic adds to the demand and on special days during the Gasparilla and on circus days, the demand for parking space ascends to peak proportions. Obviously such variations in demand should be evaluated in preparing a long range parking plan but needless to say, it would be unreasonable to plan facilities adequate to supply the demand of the maximum hour of the maximum day when the traffic volume attracted to the central area is two or three hundred per cent of the normal. Therefore in contemplating future facilities, the element of flexibility should be emphasized. Facilities projected for any period of time should be of a capacity adequate to handle the average daily demand yet be so designed that they can be expanded readily at a minimum of cost, to meet the requirements of annual growth. The program must be a progressive one.

The initial stage in defining a parking program may well be (a) an inventory of all land uses and values in the area in which future parking facilities would be located, (b) the selection of prospective parking sites with due regard for their size and distribution and how they would respond to expansion. The second stage would involve financial considerations; the amount of money required, the means of acquisition and rate of retirement. The third stage would entail the acquisition of sites, preparation and execution of plans and definition of operation policy.

Parcels of land used as parking lots initially could be covered later with open deck facilities as the demand justified such action. By such expansion the capacity of the single lot could be doubled or tripled as required.

Location of proposed facilities is a most important consideration. The recent survey revealed definitely that parking spaces must be located near the point of concentration. Facilities located remote from the central point will not be utilized advantageously. Because the ten block area of the "core" is compactly developed there is no space available therein for parking facilities unless they are provided later as a part of a structural redevelopment.

The location of the new Court House easterly of the central point of concentration will be a factor in determining the location of parking facilities. This new development will broaden the band of the "core" easterly between Zack and Lafayette Streets and change many of the existing land uses. People now parking in or near the "core" to transact County business will in the future seek parking facilities near the Court House.

To serve down town Tampa parking facilities should be located generally in that zone or band of property surrounding the central "core" (Diagram 5). On the west, they should be located west of Tampa Street and on the east in those blocks east of Morgan Street. All of the properties located on the east side of Ashley Street between Lafayette Street and Zack Street are desirable sites for "open deck" projects. And in this same locality, the property west of Ashley Street occupied by the Coast Line would be most desirable for a large development. Ultimately this entire site should be acquired by the city and be developed as a combination water front park and parking facility.

East of Morgan Street, in the Intermediate Area shown on Diagram 1, several properties should be selected for future development. Many of the land improvements in this area have deteriorated and before they are replaced with other types of development, should be evaluated as prospective parking sites. Similarly in blocks north of Cass Street and south of Jackson Street, areas should be studied and selected for ultimate development. By cataloguing a number of sites in the Intermediate area surrounding the "core", a progressive plan of procedure could be defined for realization as the demand justified it. Altho much of the Intermediate area lies beyond the two block limitation, it must be remembered that the "core" will expand over the years bringing the parking facilities nearer to the center of activity.

RESPONSIBILITY FOR FACILITIES

Who should take the initiative to develop and activate an over-all parking plan? The regulation of parking at the curbside has always been recognized as a function of local government but only within recent years has the governmental function been extended to the acquisition and operation of parking facilities "off street". Many cities thruout the country have received authority from their respective legislatures to issue revenue certificates for purposes of establishing and operating "off street" parking facilities. In at least fifteen cities this legislation has permitted the creation of Parking Authorities, independent of the local governing body, clothed with powers to prepare plans, issue revenue certificates, erect and operate facilities and define a system of fees for service. In some localities, the cities acquire sites, erect facilities, set fees and lease the operation

of such facilities to private enterprise. The famed underground parking facility at San Francisco is owned by the city but operated by private enterprise. The plan finally decided upon however depends largely on the attitude of the local citizenry.

The inability to find parking spaces near or within a reasonable distance of their places of business has caused many large stores to provide parking facilities - either in lots or garages. In the shopping centers of some cities, large department stores have erected parking garages adjacent to or near their stores and where new structures have been built, parking provisions have been made a part thereof. By these new developments, centrally located businesses have demonstrated their own concern in and need for parking facilities. Some stores have made arrangements with commercial lots or garages whereby parking charges are absorbed on presentation of an evidence of purchase and in some cities, stores located in compactly developed areas have joined together to establish cooperative parking facilities for their customers. All this interest and activity manifested by private enterprise in the parking problem of the central area demonstrates how important business considers the parking problem to be.

Needless to say, in the formulation of any comprehensive parking program which is a continuous operation there must be a close cooperative relationship between private enterprise on the one hand and the public on the other. The interests of the merchant, executive and property owner in solving the parking problem are the same as those of the public represented by the city or some public authority created for the purpose.

ECONOMICS OF PARKING

Costs are a decisive factor in determining the magnitude and type of parking program to be initiated. On the one hand are the costs resulting from a failure to recognize the needs of the problem - the costs of needless traffic congestion and confusion, the costs resulting from lowered values and the costs of the flight of business from the center. Then on the other hand are the costs of services rendered. To counteract the adverse trends in the first instance adequate, conveniently accessible parking facilities with reasonable service charges must be provided.

Underlying all "off street" parking facilities is the cost of land which is a factor that must enter into any service charges. If the initial land costs and subsequent development costs are too high the resultant fee will be unreasonable and no one will utilize the service. On the other hand if the land costs are too low the location may be wrong and no one will utilize the service. So in the development of any comprehensive plan the costs involved must be such that an acceptable service charge can be made. In areas of relatively high land values parking revenues may be augmented by revenues from other sources such as shop rentals, car servicing, etc.

Altho land costs are of primary consideration in the selection of sites, the cost of the facility will depend on the extent of improvements made. Since 1945, in a group of New York cities, the average cost of lots per car of capacity was about \$520.00. Within recent months plans were completed for building an additional four to seven floors on the Pennsylvania Station in New York to accommodate 923 cars at a cost of about \$975.00 per car space.

In the open deck type of garage structure, the land cost is still fundamental, but the cost of operation is greater because of the attendants

required all of which must be reflected in the cost of service. In Miami, during the past three years, an open deck garage with a capacity of 650 cars was built at \$4.00 per square foot. In Houston, Texas, two open deck garages were built in the past few years in connection with department stores; one with a capacity of 300 cars cost about \$1,220 per car space and the other with a capacity of 1,000 cars cost about \$1,000 per car space. In Washington, D. C., an enclosed garage was built pre-war for \$1,250 per car space and in Cincinnati an open deck garage accommodating 1,000 cars was built pre-war for \$850 per car space. These costs include land and structure. Altho these costs may not hold good today, they do give some idea what these facilities have cost within recent years.

CONCLUSIONS AND RECOMMENDATIONS

A constructive program to improve the current parking situation in the central business district and to anticipate the requirements of the future should be considered under three headings: (1) Immediate steps, (2) Patrol and Supervision and (3) Long Range Plans.

At this time of uncertainty in the construction field it would be advisable initially to consider those measures that would provide additional parking facilities without incurring any new construction. So our first recommendation relates to the use of existing curb side facilities. By changing the parking time intervals of metered spaces as described on page 13 at least 1,500 to 2,000 more cars would be able to park daily in the central area. In addition to changing the time intervals on existing meters, it is suggested that all "free" spaces within the central district be equipped with 1 and 2 hour meters and further that the 2 hour meters be extended into the Intermediate area surrounding the central district.

The practice of permitting businesses in the central district - especially south of Lafayette Street, to appropriate large areas of public curb spaces to their own uses, should be discontinued. These spaces belong to all the people.

The practice of some "off street" facilities to maintain parking lots at some distance from their primary terminus and shuttling to and fro, should be encouraged. Additional "off street" capacity can be provided in that manner.

"Reserved" parking spaces for public officials in the central district should be discontinued.

Taxi cab companies should either pay the city an annual rental for cab stands or be obliged to operate from a central cab station.

To improve traffic circulation no parking should be permitted on Florida Avenue north of Harrison Street to Henderson Avenue.

A "Parking Authority" should be created to consider and develop the parking program of the future, to finance, erect and administer such facilities as may be required to meet the needs of the growing community.

The above measures can be effectuated at a minimum of time and expense and each will contribute substantially to improvements, however each is dependent on an alert police supervision.

The second phase of the program relates to supervision and enforcement. Revenues from parking meters should be used in part to improve the supervision of parking within the central district. The patrol should be adequately manned so that over parking at meters can be minimized. Only a strict enforcement of parking regulations will increase the turnover at meters and thereby open more spaces to the public seeking spaces.

The third phase of the program anticipates the needs of the future in their broadest aspects. This phase should fall within the province of the Parking Authority when created, or until then, within the province of such department as may be specified by the Mayor and the Board of Representatives.

The work under this phase could be classified in the following manner:

1. Make an inventory and appraisal of those properties in the Intermediate area, within two to three blocks of the "core", that are suitable sites for parking facilities.
2. Prepare an over-all plan of parking facilities including estimates of cost per car space on which parking fees can be based. This will include cost of lands and improvements.

3. From the over-all plan of probable sites and facilities prepare a schedule of priorities as to how and when such facilities should be financed and developed.
4. In cooperation with business establishments, and the operators of existing parking facilities establish a policy of operations and charges for service.

As a part of this over-all program the possibility of acquiring the rights over the A. C. L. freight yard property should be seriously considered with the idea of erecting there an open deck garage sufficient to park several hundred cars.

By approaching the parking problem as here outlined it can be solved in an orderly, rational manner and the dangers now confronting the central district be avoided. Order will be restored where chaos now threatens.

EXISTING PARKING FACILITIES

CURB SIDE AND "OFF-STREET"
CENTRAL BUSINESS DISTRICT
TAMPA, FLORIDA

1950

